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Midmonthly

OCTOBER JOURNAL OF SOCIAL WORK 1938

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JOSEPHINE STRODE

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JOSEPHINE C. BROWN

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Graham Taylor, a Social Pioneer

1851—1938

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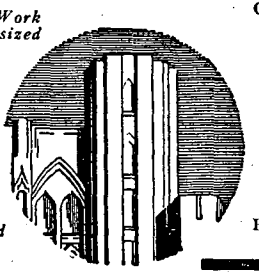

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So They Say

• Progress is made by explosive moments.—A. WYNN WILLIAMS, *Manchester Guardian.*

• The trouble with local government is that it isn't local.—MURRAY SEASONGOOD, *former mayor of Cincinnati.*

• I think the sufficient antidote to intellectual pride is analysis.—P. W. BRIDGEMAN *in The Intelligent Individual and Society.*

• One can hardly blame a bewildered voter who does not know the difference between a short cut to Utopia and the more abundant life.—*New York Times.*

• You can have excessive armaments or you can have social progress, but in the long run you cannot have both.—JOHN G. WINANT, *director, International Labor Organization.*

• Why fools are endowed by nature with voices so much louder than sensible folks possess is a mystery. It is a fact emphasized throughout history.—ARTHUR E. HERTZLER, M.D., *in The Horse and Buggy Doctor.*

• There is no peace except as it is based on the will and the final relinquishment of the intention of one state to destroy another, either by fomenting internal revolution or by conquest.—DOROTHY THOMPSON, *New York Herald Tribune.*

• If it is true that one third of the people cannot get proper medical and pharmaceutical care, the answer is not to abolish the practice of medicine and pharmacy but to abolish poverty.—DR. WILLIAM J. CARRINGTON, *president, Medical Society of New Jersey.*

• Fancy me and you,
And Harriet and Hugh,
All these years, boys, and Lord, we never knew
We was all life-members of the Proletariat,
The Proly-oly-roly-poly-proly-tari-at!
—A. P. HERBERT, *English author and member of Parliament.*

• In spite of the risk of injury to the institution, the objections to restraint upon what professors may say as citizens seem to me far greater than the harm done by leaving them free.—A. LAWRENCE LOWELL, *president emeritus, Harvard University, in What a University President Has Learned.*

• It simply will not do for us to rest content with achieving gains in our own particular field of social interest. What will they avail us when our most conspicuous performances are sabotaged by other factors in the social order quite beyond our ability to control?—RABBI IRVING F. REICHERT *to California Conference of Social Work.*

• The furtherance of human freedom requires more in our time than the prevention of official tyranny. The problem of today is to meet the threat of freedom that comes from another source—from poverty and insecurity, from sickness and the slum, from social and economic conditions in which human beings cannot be free.—U.S. SENATOR ROBERT F. WAGNER, *New York.*

• I am in favor of making this a perfect world.—CARRIE CHAPMAN CATT, *New York.*

• Doing nothing is not a very exciting policy in times like these.—HARRY L. HOPKINS, *WPA administrator.*

• Character, like charity, begins at home. It cannot be instilled by daily teaspoonfuls of education.—RICHARD FECHHEIMER *in Hygeia.*

• The transient of today is the product of an American heritage and an American neglect.—CONGRESSMAN H. JERRY VOORHIS, *California.*

• Overalls have for years been less popular than tweeds in spite of the fact that Uncle Sam wears them.—PAUL H. LANDIS, *State College of Washington.*

• Price is the method by which goods move from production toward need. It is, so far as I can see, the only reason why price has any importance at all.—A. A. BERLE, JR., *to the National Economic Committee.*

• I have often wondered why social workers spend so much time and effort learning to talk so that no one but another social worker can understand them.—RALPH E. JENNEY *in presidential address to the California Conference of Social Work.*

• The school can teach the child to read and write, but it cannot isolate him from such powerful agencies as the home, the movies, the newspaper, the radio and the boy next door.—ROBERT M. HUTCHINS, *president, University of Chicago, in Saturday Evening Post.*

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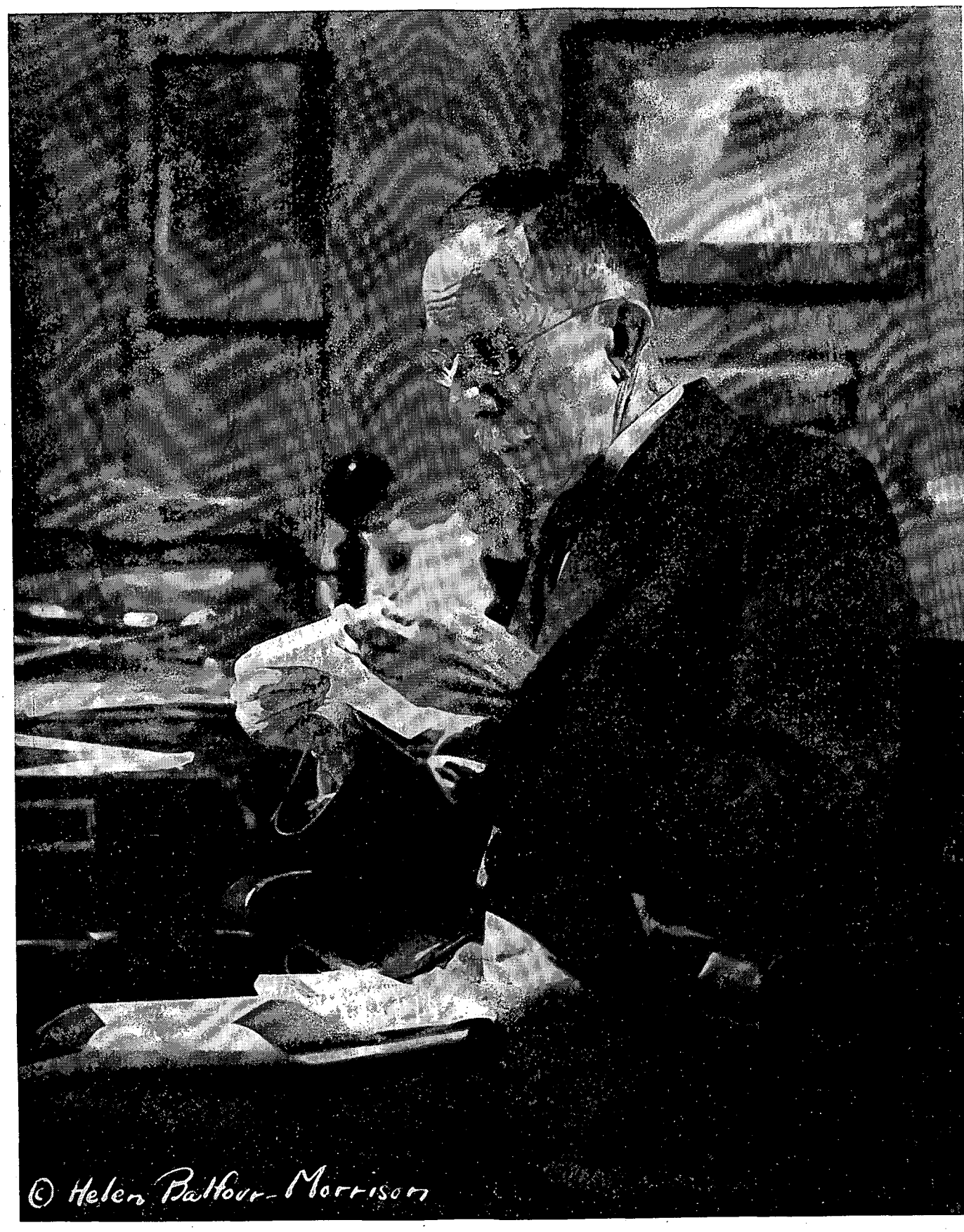

GRAHAM TAYLOR

May 2, 1851 — September 26, 1938

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SURVEY MIDMONTHLY

OCTOBER 1938

VOL. LXXIV NO. 10

Social Work at the Grass Roots

"OUT in the country—in the county seats and villages and crossroads—that's where things are happening in social work, where it's being hammered into forms as indigenous as buffalo grass in Kansas."

Josephine Strode, dropping into the *Survey* office one hot summer morning, knew all about Kansas and its buffalo grass. She had spent the depression years helping plant modern social work practices in the windblown soil of the dust bowl. Now, with a brand new M.A. from Northwestern University tucked into her brief case, or wherever one keeps degrees, she was back on what she admitted was her favorite subject.

The editors of *Survey Midmonthly* did not need to be convinced of the impact of rural needs on modern social work. They knew that down at the grass roots in every state in the union a new application of accumulated experience, principles and practices is under way. They knew too that social workers everywhere sense in the unfolding situation an outstanding challenge to their philosophy and techniques. Last year the editors, aided and abetted by the American Public Welfare Association, sent out one of their number to observe just what was happening in the highways and byways at that crucial point where benefit meets beneficiary, the real test of the efficacy of all our striving toward security for the individual. The result of those observations were published in a series of articles, Miss Bailey Says. . . .

Meantime the editors were "spearing around" for material of direct service to the growing number of extraordinarily eager workers in the rural field. Material was not easy to find. Workers were somewhat inarticulate, their problems not wholly clarified, their practices not wholly adjusted to the realities of their setting.

"But," we asked Miss Strode, "what do rural workers actually do that is different?"

That was enough. "Do? Do? They do everything and most of it without benefit of anything but their own integrity and ingenuity." And reaching into a plump brief case she brought out a sheaf of paper which looked like a questionnaire but was in reality a list, pages long, of "duties" that county social workers may and frequently are, called upon to perform. "It isn't what they do that worries them," she insisted, "but how to do it better."

AT THIS POINT THE EDITORIAL INSTINCT asserted itself and presently Miss Strode had agreed to write an article which would pose the problems of rural workers, and the methods by which, more or less isolated as they are from the professional associations enjoyed by their urban colleagues, they are endeavoring to raise the level of their work. Then, to our surprise, she dived again into her brief case and came up with a manuscript which, a fortnight later, was to blow a good lively Kansas breeze into the National Conference of Social Work. Asked to contribute something on publicity in rural areas, workers in thirty-nine western Kansas counties had pooled their experience and observation, had prevailed on Miss Strode to ghostwrite a paper for them and had appointed Helen Maxwell of Grant County to present it at a session of the Social Work Publicity Council.

We didn't need to wait for the conference to know that this paper was "*Survey* stuff." Promptly and firmly we pinned it down for future publication—and went on from there. What about the education of workers on the rural jobs? What about group relationships in country districts? Miss Strode, out of her experience, her knowledge of the realities of rural work and the ambitions and aspirations of the workers, had answers, not always final as she was quick to point out, but answers indicating the forces that social workers themselves are exerting to nourish a native growth at the grass roots.

The upshot of that summer morning confab was a scheme for a series of articles to run in *Survey Midmonthly* on the process and problems of social work where the county is the unit of administration and practice runs out over the back roads to the villages and remote farms. The backbone of the series will be a number of articles by Miss Strode, their content already suggested in this overlong foreword. Her present article, cast as a letter to Miss Bailey, *The Survey's* itinerant observer of the social work scene, sets the stage for those to follow. First of these will be Publicity by Way of the Barn Door, drawn from the paper which Miss Strode "ghostwrote" for the Kansas workers to send to Seattle.

These scheduled articles will deal with the realities—and humors—of the day-to-day job and the practical methods that are growing out of experience. Along with them and supplementing them will be articles by other authors—we call them "backlog articles"—which will delineate the applicability of fundamental social work philosophies, techniques and aspirations to practice in the rural field. Such for example are two articles on the much discussed subject of in-service training by Josephine Brown, once field secretary of the Family Welfare Association of America, but associated since their inception with the FERA and WPA. The first of Miss Brown's articles will be found in this issue; the second, in November.

FINALLY THE EDITORS OF *Survey Midmonthly* have a scheme, not yet fully fledged, to bring into their pages more and more live material from workers themselves, material hot from the forge so to speak. More about that next month.

This then is *Survey Midmonthly's* special project for the months ahead: to examine, evaluate and pass on to its readers the new adaptations of social work practice that are being evolved by social workers themselves in the county welfare offices up and down the country. These offices are today's laboratory of social work methods from which will come the shape of future social work practice in a great sector of American life.

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AN OPEN LETTER TO MISS BAILEY

Rural Social Workers Do Everything

By JOSEPHINE STRODE

DEAR MISS BAILEY: It's open season, now, on the range. The quail fly in coveys over the sagebrush and, for a brief time, the cans of surplus beef rest on the commodity shelves gathering dust.

While the cans rest, and my '28 jalopy cools its axles behind the relief office, I thought I'd write you an open letter which would give me license to take a few shots on behalf of rural social work.

Ever since 1933, when we set up our first orange crate to file instructions from the higher-ups, we rural workers have been listening to city social workers tell us *how* to do, and lately some of us have been wondering if they mightn't like to hear *what* we do!

Of course, you understand, we're not big game hunters in the field of social work theory, but we figure we've bagged some pretty good ways of doing things, just from having to do them.

It's funny, but when most people think about rural problems they usually think of land, crops and cattle. Millions are spent every year to conserve material rural resources, but how we crowd every dollar that's spent to save human resources! Folks don't seem to realize that rural people count up to almost half the population of our country, and that this rural half has its problems of unemployment, family life, housing and health, and its own youth worries, too.

More than two million farmhands have lost their jobs permanently, and those who still hold on make less in a year than unskilled workers in the cities. One machine now shells as much corn in an hour and a half as a farm laborer could, by hand, in twenty days.

More than three fourths of all rural people carry water from wells, have outdoor toilets, use kerosene lamps, have neither bathtubs nor showers, neither electricity nor radios.

Doctors in rural areas are growing older and fewer, while health problems multiply. Recent graduates of medical schools do not come to rural districts.

Lack of jobs, delayed marriages, loafing, drinking and petty gambling are boring at the lives of rural young people. Between two and three millions of them are damned up on the home farms, with neither opportunities nor facilities to train themselves for new occupations, nor incentives to follow their parents' way of life. The outlets they find for themselves bring complications into family situations which probably are not unique to rural life but which are certainly baffling.

Now, of course, a rural person goes at his problems in his own peculiar way. I recall old Tim Smithers, who lived on a ranch in an arid district, seven miles from the nearest well. For years he carried water in barrels loaded on his old ox-cart. One day someone said, "Tim, why don't you dig yourself a well nearer home? Seven miles is a mighty long way to draw water." "Well," replied Tim, "there aint much difference; it's just as far down as acrost."

Rural social workers, too, must go at their problems realistically in terms of the situation, resources available, and their own abilities. Because rural work is different—and it really is, Miss Bailey—I was glad to know this past summer of a job analysis being made of the duties of county social workers in rural areas. I received a copy of the check list of duties which I understand was sent to a number of rural county directors in all the states. I suspect that a good many others were as surprised as I was when I counted up how many of these duties were a part of my daily work. I'd never really thought about it before.

This list had 528 duties a county social worker might have to do. When I finished checking I found I was doing 371 of them. I felt a little ashamed to have to check so many, and I know that I don't do any of them as well as I'd like to. Yet the fact remains. I actually have 371 duties which I must do myself, or must see to getting done.

Let me run over a few of them, starting off with case work for all the welfare services—including old age assistance, aid to dependent children, the blind, crippled children, maternal and child health, direct relief, WPA, CCC, NYA and transients. For these we have the duties of intake, home visits, case records, budgeting, correspondence and treatment.

THEN there are community contacts with school and church people, government officials, county commissioners, bankers, editors, the Rotary and Kiwanis clubs, the Masons, the Farm Bureau, and chamber of commerce, the Red Cross chapter, and the PTA, as well as women's clubs and client groups. And that isn't all of them by a long chalk. A county worker can't turn around or open her mouth without making a community contact, and if she doesn't realize it at first she soon will.

Also, we who are responsible for the functioning of the office must hunt for office space—often catch-as-catch-can in rural parts—must equip it with desks and chairs, must set up our own filing system, hire and train clerks, and supervise and train case work assistants.

Finally, we must be available for conferences with supervisors and state and federal officials, must attend training institutes and prepare regular weekly, monthly and yearly statistical and narrative reports, to say nothing of special reports.

As I said before, I checked 371 duties on the list sent to me but the more I think about it, the more I realize that the actual number of tasks is many times 371, for the simple naming of any one duty does not give a picture of the actual work involved in discharging or even in tackling it. One duty brings on a whole flock of others which by no stretch of the imagination can be foreseen.

For example, in the matter of correspondence for aid to dependent children, take just one case, call it the Smith family. There were eight dependent children, none of whom had been registered at birth. To get the births legally verified and so to establish their eligibility for ADC it was necessary to write twenty-six letters and they couldn't be form letters either. Each one had to be framed to meet the mind of the person from whom we wanted the information. It took us from September 7, 1937 to May 10, 1938, to round up all the verifications of birth of those eight Smith children, all of whom had so undeniably been born.

Then, consider the matter of verifying the age of Sarah Jones, applicant for old age assistance. But I won't take

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your time to tell that, Miss Bailey. You can imagine, though, our dismay when our letters and visits turned up ten different ages for her, when all we wanted was a verification of one age.

In the matter of community contacts, I had to make twenty-two in one month in order to get one child to a hospital for needed treatment. These contacts included clinics, hospitals, doctors, relatives, landlord, the chairman of the Red Cross chapter, the Sunday School superintendent, a county commissioner, the treasurer of a Bible class, the rural postman, a Traveler's Aid worker, a bus company, and so on. Many of them were necessary to raise $15 for the expense of the trip to the hospital, and several of them to secure the consent of the parents for the treatment.

In addition to all the regular services, we have many miscellaneous duties, including that of arranging for county burials. One cold morning I was routed out of bed about four o'clock by word that the night watchman for the last shipment of government pigs had had a stroke and had fallen into a pen. The whole thing was pretty awful and in the midst of all the horror the undertaker had to be persuaded to make a reduced price for caring for what was left of the watchman. Rural work brings an acceptance of the hazards of life, and we learn to do what we have to do.

Rural social workers long have felt the need for special skills to help them not only with case work but with office management, personnel supervision, publicity, writing, community organization, budgeting, clerical procedures and group leadership. Skills for us, however, must be based on an understanding of the realities of rural life. For example, the rural county director must know the essentials of clerical work since rural districts seldom can produce any trained or experienced office workers. I remember when Mamie Lou came in to do our filing: she was not stumped by her new job; she simply lumped all correspondence in two files, labelled starkly, Mail We Sent, and Mail We Got. When any letter had to be located the trick was to remember whether it was "Sent" or "Got."

AS to group leadership, I don't know of any book that could prepare a social worker for the kind of things we meet in a rural community. Books give us philosophy, of course, and an idea of basic techniques, but it takes practice and quick thinking and gumption to start with to adapt them to our circumstances.

One bitterly cold night I went out to Prairie View, a little settlement on the edge of our county, to talk over certain new government regulations. The meeting place was an abandoned one-room depot where a pot-bellied, hot-blast stove furnished the heat. A table for me was at one end with chairs in rows down the length of the room. As the hot-blast stove went into action, the people near it began to mop their faces, while those near the loosely boarded walls were blowing on their chilly fingers. Soon there was much moving about and changing of seats and, of course, inattention. I was slow to comprehend that this was a cooperative demonstration of sharing the heat and the cold. I despaired of the success of the meeting until I thought up a group technique of my own to keep people hot and cold in the same places at the same time. We moved the chairs into a circle around the stove, and thus achieved some integration, a uniform heat-in-the-front and cold-in-the-back condition, which is the best you can do with a hot-blast stove.

While individual rural social workers are contributing valuable techniques in their own situations, these are not known generally by rural social workers as a group. To retain the best in developing practice and to evolve better and more scientific procedures, we must engage in that good old-fashioned, sometimes belittled, business of cooperation.

We need to pool our experiences. The greatest contribution to interpretation of the needs and skills of rural social work will undoubtedly come from the workers themselves. Some of them already have developed techniques for reducing burdensome routine and detail, others have worked out office forms, plans for study groups, and programs of in-service staff training. Our days are too busy, our lives too full of pressing obligations, to tackle every problem in a trial and error fashion. We need the benefit of the experience of other rural social workers, both successes and failures.

We could profit from an exchange of ideas on the best books for rural workers. We'd like to hear from workers who have honestly read and applied the material they have found in professional literature. Eventually we might arrive at a worthwhile "five-foot shelf" of books for rural social workers. Recently I attended a meeting of a newly formed association of rural workers who were trying to decide what books would be most helpful to buy with their limited funds. One worker read over the titles of a number of books advertised and reviewed in *Survey Midmonthly,* hoping that someone present might be able to advise which of the books would be helpful in the particular problems of the group. It was possible to tell these workers about many government bulletins and other pamphlets with material that bears on their area of work. I wish that we might have clearer and more comprehensive descriptive statements—reviews if you like—of such bulletins and pamphlets so that rural social workers could determine quickly which ones are most practical for their purposes. A lot of time and effort is spent now in "spearing around."

ANOTHER thing we need is ideas and suggestions for programs for client association meetings, for young people's forums, for "Old Age" parties, as well as lists of simple games and other aids to rural good times.

I am convinced that the stuff of real literature is present in the happenings in rural social work and that this should not be lost to our culture. The workers sense the drama and the significance in this day-to-day work, and talk about it among themselves. But they are chary about writing it down—or perhaps too busy. Is there not some way to encourage them to write realistically about rural life as they are experiencing it, and of the job of rural social work as it is developing?

Finally, the question arises, how are we to achieve this contribution and cooperation by rural social workers? You, Miss Bailey, always understanding of client problems, will appreciate our need. Could you persuade the "powers that be" to give the problems of rural social work a little space in *Survey Midmonthly?* Couldn't you ask the workers themselves what are the things they find most difficult to cope with and then give us a chance to discuss them in our own way out of our own experience? Somewhere, between the skyscrapers of urban social work, there must be a place for us to conserve our grass roots!

But now the glory of a prairie sunset fills the sky. I declare I've written more than I intended, but you know how it is once one gets going. Let us hear from you, Miss Bailey! [For "Miss Bailey's" reply, see page 323.]

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In-Service Training for Public Welfare

1. The Whys and Whats

By JOSEPHINE C. BROWN

Administrative Assistant, Works Progress Administration

IN-SERVICE training is a phrase borrowed from other fields and relatively new to social work. During the Emergency Relief Administration we talked about "teaching-on-the-job," and before that, in the pre-depression era, many social agencies gave their workers "apprenticeship training." These terms were applied to very different processes, designed to meet situations which varied sharply from each other and from the situation today in personnel needs and training facilities.

There is no question but that we now need a new term, and in-service training has an extensive, if somewhat confused, usage in other fields. But recent discussions have made me wonder whether we were not in danger of putting the cart before the horse—taking the newly adopted phrase and arbitrarily applying it to our present program, instead of looking at the job, seeing just what it involves, and then deciding whether any part of it can fairly be called in-service training.

In these articles I shall try to make some such analysis of in-service training, considering here the reasons for such instruction on the job and what it should seek to accomplish; and in the succeeding article, I shall consider methods. The discussion may take us over familiar ground, for it involves an examination of the whole function of the public welfare agency in relation to personnel standards and development of the staff. And it must be borne in mind that we shall be dealing with a subject of many intangible values and uncertain boundary lines.

A public welfare agency has by its very nature a threefold obligation: to the government which has given it legal authority and defined its functions; to the public whose money it spends; and to the men, women, and children who are entitled to its assistance. The last is the most important since it is the purpose for which the agency exists.

The first essential in doing a job well is to learn what the job is, exactly what it involves, how each part of it should be performed and the kind of personnel required. This means a careful, detailed definition of function, and an equally clear description of every type of job called for. The resulting class specifications, to use the technical term, must be very clear about personal qualities, academic and professional education and experience.

Having faced these personnel objectives, the next step is to analyze and compare the qualifications of the existing staff. The discrepancies and gaps revealed by a comparison of the two sets of qualifications will give some indication of the amount and kind of work that needs to be done in order to build up the existing staff into a staff which meets, as nearly as possible, the personnel objectives already set forth. This development of staff involves a double responsibility. The agency's part is to discover and make available to each staff member what he needs in the ways he can best use it. The crux of the matter is, of course, the extent to which the staff member applies what is offered.

What do the staff members need? In other words, what do they lack in terms of the desirable qualifications for their respective jobs?

At the risk of over-simplification I have ventured to list the most common lacks—realizing that more than one of them will apply to most staff members and that there is almost no end to the combinations of qualifications and of lacks on every administrative level.

The most satisfactory way to get at the essence of the problem seems to be to look at these needs and suggest some of the things an agency might do about each of them.

Every public welfare agency is likely to find that many of its staff lack all, or part, of their professional education.

This is the most serious lack of all and it is one which no agency training can supply. It is a deficiency striking at the very heart of the job itself. Some day it will be just as unheard of to set up a public welfare agency without a full technical staff who have graduated in their professional field, as it would seem now to staff a hospital with one-year medical students and practical nurses!

In the meantime, there are two ways in which an agency can begin to build a professionally educated staff: by giving due weight to this factor in the selection of personnel, and by granting leave with pay to selected staff members in order that they may attend accredited schools of social work. It is just as important that a worker who has had part of his professional education should complete it, as that another worker should begin his studies. It may be equally valuable to have a worker who has graduated go back to specialize in a subject which will make him more useful on his return.

It is worth noting, however, that a series of unrelated, single courses, taken under a variety of auspices and circumstances, do not constitute professional education. So often "training" is judged by the results of such scattered efforts at learning.

Probably very few of the staff who lack professional education can be given leave at any one time. This means that many, perhaps most of the visitors in the county offices, must go on doing their jobs with whatever help the agency can give them.

These visitors need help in two main areas: first, on the mechanics of the job, in planning and organizing their work; and second, in their relationships with the people with whom they are working. The last covers a wide field. It includes the visitors' relationships, attitudes and philosophy in regard to their clients, to the rest of the staff, to the agency and to the public, and the reasons underlying these relationships and attitudes. Its object is to help them learn what to do on the day-to-day job, how to do it, and why. This is the most difficult task in the entire process of staff development. It is peculiarly pressing because there are so many staff members without professional education. The problem is to give them what will help them safeguard and serve the best interests of the clients, the agency, and the public, and to do this in such a way as to develop the visitors, stimulate interest in the professional field on the part of those who show capacity for it, and make the whole process one of sound sub-professional instruction, no aspect of which will later have to be unlearned.

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A certain number of the staff will not have secured all of their undergraduate credits.

The effort to be made in meeting this lack will depend upon several factors related both to the visitors themselves, and to the colleges and universities in the state. For the sake of the future as well as the present personnel needs of the agency, the grade A colleges and universities should be asked to develop, if they have not already done so, the pre-professional curriculum outlined by the American Association of Schools of Social Work. To what extent these courses may also be offered outside the institutions, either by correspondence or on an extension basis, will depend upon many factors, including the policies of the institutions involved, their accessibility, the content of the courses, and the number of prospective students.

The visitors who have not finished their undergraduate work will probably show wide variations in number of credits, academic standing, and capacity for growth. No rules can, of course, be laid down, but in general it is safe to say that encouragement to complete their undergraduate work should be given only to the staff members who lack relatively few credits and whose personal qualities and performance on the job give such promise as would seem to justify the agency in making a later investment in their professional education. These visitors need the same kind of sub-professional instruction as has been indicated above.

There may be staff members who lack suitable personal qualities, aptitudes and interest.

As the process of staff development goes on it would seem logical to replace these workers by others who have better qualifications. However, it is never as simple as this. On the contrary, the problem is so complicated that only one or two general suggestions are possible. In making evaluations every care should be taken to assure fairness both to the worker and to the job. A worker about whom there is doubt should be given every reasonable opportunity to show his capacity under favorable conditions. If supervision is of high caliber and the staff is being directed on a professional level, the worker who is unsuited to the job may sooner or later realize his own inadequacy. The encouragement given to self-evaluation should hasten such a decision and good vocational advice may save him from a destructive experience by suggesting work for which he is better suited.

Staff members with professional education need to adapt their knowledge and skill to their particular jobs.

The agency's responsibility for staff development is not limited to the workers who lack professional education. It extends in a somewhat different but equally important way to workers who have had part or all of their professional education, in addition to successful experience, including those who satisfy the full requirements of the agency for the positions to which they are assigned. These staff members need to continue to add to their knowledge and skills and to make a continuous adaptation of their resources to an ever changing job. New knowledge and experience is thus gained from day to day. Professional education has prepared the worker to practice in the field of social work. But he must continually apply what he has learned.

Every staff member needs information about the agency, and the state, county, city in which he is working.

So far the needs discussed have pertained in each case only to part of the staff. In addition there exists for every member of the staff regardless of academic or professional equipment, a need for information about his job, the agency and the community. This has a special significance for new staff members, as introduction and orientation. It should include relevant historical and other background information regarding the state (county and city), the agency, its function, policies, procedures; the law under which the agency operates; related legislation; other state agencies; local agencies, community resources and problems, and so forth. Definite help should be given in using this information and in understanding its relation to the job and the relation of the job to the development of public welfare legislation and programs in state and nation.

Considered in terms of content, then, there are two distinct ways in which the lacks of staff members may be supplied and staff development achieved—one, distinct and pre-eminent, is professional education; the other may be arbitrarily called in-service training. But within this in-service training three distinct divisions should be clearly recognized. First, the orientation and information about the particular job given to all staff members; second, the constant development of the professional staff members in relation to the particular job they are doing; and third, the special assistance given the staff members who have not had professional education—so that they may use their limited equipment to the best advantage, in the interest of client, agency and public. While it may not be possible to give opportunities for professional education to more than a few workers at one time, in-service training by the very nature of its three-fold content is potentially available to every staff member all the time.

In her article next month, Miss Brown discusses the "hows" of in-service training for public welfare work.

Institution Libraries in Minnesota

By LOUIS TOWLEY

State Department of Public Institutions

"READING maketh a full man." Somewhere close to this best word ever said about reading lies the principle underlying the institution library program of the Minnesota State Board of Control.

Books and periodicals have a recognized place in Minnesota's penal, correctional, mental and other institutions. Reading is not just recreation, but education and therapy as well. A few dull figures may give an idea of the scope of these libraries and their amazing circulation in the state's eighteen various institutions—eight state hospitals and sanatoria, seven state schools, and three prisons and reformatories. These representative examples are here crowded in.

The St. Cloud Reformatory, which has an educational director and a full program of schooling and recreation, in 1937 had about 850 readers and a circulation of 193,000 books (including magazines, periodicals and newspapers which totaled 31,000). Confining the figures to books, this gives an average of not quite 200 books per reader for the year. The distribution is equally surprising. Of the total, 100,000 were fiction (much of it solid), 22,000 travel,

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14,000 biography, 7000 history, 5000 fine and useful arts, 4000 literature and texts, 3000 sciences, and 5000 miscellaneous (sociology, religion, ethics, reference works, foreign language, picture collection, and so forth). This circulation is not stimulated by any particular privileges or loosening of restrictions as a reward for reading. It represents quite accurately a wish to read, directed by good librarianship. Books withdrawn are actually read in about the same proportion as books borrowed from any other library—perhaps a little better read, considering the circumstances.

The State Public School at Owatonna has about 350 readers among its dependent children, who are of all ages up to fifteen years. In 1937 the library circulation was 11,425—an average of 33 books, magazines, etc., per reader. Of the total, 5229 were fiction, the rest being rather evenly divided among biography, travel, history, arts and science.

In the state prison, with 1295 estimated readers, the circulation in 1937 was about 207,000 books, magazines, etc., of which 22,254 were non-fiction. However, the division between fiction and non-fiction would compare very favorably with adult reading in the average population.

For all institutions, the total book circulation in 1937 was 649,000 for 7385 readers—about 88 books, magazines, etc., per reader. Of the total books, 168,000 were non-fiction. This is almost literate intemperance.

A GLANCE at a library catalogue shows the equally impressive content of the shelves. In a 38-page supplement to the 272-page catalogue of the men's reformatory, one finds (not quite at random, but still not fine-combing) such names as Feuchtwanger, Galsworthy, La Farge, Hergesheimer, Lagerlöf, Peterkin, Sinclair, Undset, Lippman, John Cowper Powys, R. C. Sheriff, Dewey, Belloc, Einstein, Norman Angell, Abraham Flexner, and others of similar caliber, besides a good quorum of books often damningly dismissed as the classics. There are many books on archeology, printing, fishing, mechanics, decoration, design, and other fine and useful arts; a rich travel collection, most of it intelligent; good examples of the unbuttoned foreign correspondent school; and a select choice in biography.

In the latest 22-page supplement to the 172-page catalogue of the prison library can be found such names as Bromfield, De la Pasture (E. M. Delafield, but catalogued under her real name for some esoteric reason), De la Roche, Dos Passos, Ellen Glasgow, Sheila Kaye-Smith, Quiller-Couch, Sackville-West, Arnold Zweig, Bolitho (not Hector), Henry Adams, Adamic, George Seldes; and in the biography section, lots of Ludwig and other translations by, as one might expect, the brothers Paul. In such classifications as psychology, philosophy and sociology, one finds Adler, Fosdick, Jane Addams, and—in a prison, of all places—Schopenhauer.

All of this listing of proud names is not to say that the taste of the reformatory, prison, or other institution reader is exceptionally high. It probably isn't much above that of the general reading public—whatever that means. Gentle Reader in the mass is about the same all over, even when he is not very gentle, or is where he is because of lack of gentleness. Temple Bailey—her work, to be precise—is found in the institutions, and so is Zane Grey. They are popular. There was an avid rush, and probably still is, for the phoney metaphysics of The Magnificent Obsession and its simpering pretense to philosophy. Hammock romance, without the hammock, is read in some abundance, and mysteries are taken, as someone has said, like aspirin tablets and about as often. There is a very hearty layer of corner drugstore taste in institution reading (as in reading outside prison), but the point is not so much what they read, but that they read at all—and in such large amounts.

The point is further here taken that inmates who demand and read books, even of a mediocre sort, will leave the institution better equipped to step back into society—and keep in step. A reading habit does not guarantee culture nor does it painlessly bestow an education, but it helps.

THE uses of a library, like those of adversity, are rather intangible. A part of the value is distinctly therapeutic. An introvert or an extrovert cannot be turned inside out merely by directed reading. Reading is not a specific for a miracle, nor earnest money for a recovery of mental or physical health or moral rectitude. But, as a sort of massage for the mind, reading can be used to stroke or induce a mood, divert or deepen a habit channel, rebuild a temperament. It works, so to speak, by induction.

The major results are correspondingly intangible. They are brought about through recreation, education—freed frustration, if you will. As mere escape—and more of us read for that outlet than we realize—reading is not without merit, and cheaper than mental disintegration. As C. R. Carlgren, chairman of the Minnesota State Board of Control, has pointed out in connection with prison libraries, books "provide a wholesome interest . . . aid a prisoner to see himself and his problems in objective relation to his family and community . . . broaden his interest in constructive ideas and so make possible his better adjustment on his return to society." To bring books to institution inmates is most definitely not a sleeveless errand.

All of this little-known achievement has not come about by accident. It can be traced back to the persistence of an idea carried forward for years under wise leadership.

Minnesota institution libraries began in 1853, two years after establishment of the state prison, when an act provided that fees paid by visitors to the prison should go for the purchase of books. From these funds and gifts, the prison library grew until in 1887 the first catalogue was issued—with the help, incidentally, of Cole Younger, colleague of Jesse James and inmate librarian at the time. As other institutions were established, libraries were made a part of their organization. These libraries were not coordinated under a supervisor until 1913, when the board of control appointed Miriam Carey to that position.

That was twenty-five years ago and in the period since there have been only two other supervisors: Perrie Jones, and Mildred Methven who took office last year. The result has been a continuity of idea and devoted effort that owes much to the constant support and practical approval with which the Board of Control has encouraged this pioneer library work. The present membership of the board (C. R. Carlgren, L. G. Foley and Anna Determan) is helping the present supervisor extend facilities to new fields.

Minnesota's Board of Control was the first and apparently remains the only similar board in the country to employ a full time supervisor of institution libraries.

The work is carried on (in the words of Miss Jones, former supervisor and now head of the St. Paul Public Library) "to make each one who comes into a library realize that here is a friendly place, that all libraries will be friendly places, and that when he goes back to his old community, he can feel that already there is one friend waiting for him, the library." Miss Methven, present super

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visor, says: "The months or years which prisoners spend in confinement are not often described in terms of reading satisfaction . . . but their response, expressed if in no other way than by terms of library attendance and book withdrawal, is tremendous."

This institution library work is more complicated and highly specialized than the demands of the ordinary public library and only a trained specialist can speak with authority on the subject. Even a layman, however, recognizes one elementary point of great importance: the delicate problem of book selection. What will be suitable? Will it depress? Unduly excite? Is it cheaply provocative? Is it beyond the grasp of the readers? (This last criterion needs little consideration, as a glance at withdrawals will show.) Will it be read? (This need hardly be asked; circulation shows that just about anything will be read.) These, and a hundred-and-one others more technical, vary with the institution—prison, reformatory, hospital for the insane, schools for the deaf, the feeble-minded, dependent children, tuberculosis sanatoria, schools for incorrigibles, and so forth—but they are vitally important if books are to serve their valuable purpose and not do irrevocable damage.

An institution librarian faces many special problems. For that reason, and to get an adequate supply of specifically trained people for the job, the Minnesota Board of Control, in cooperation with the library of the University of Minnesota, has sponsored a course in institution librarianship—apparently the first in the country—from which the first graduates already have been placed. There are trained librarians in eleven of the institutions. A selected employee circulates the books in two institutions; a patient in one of the hospitals; the educational director at the state reformatory for men; and the teacher at the women's reformatory and at the colony for epileptics. As a serious and valued adjunct to institution administration, libraries in Minnesota have a long and worthy tradition behind them, but the work is not resting content with that tradition. It is looking forward and going forward.

Educators have upon occasion called upon their gods for ways and means of stimulating the habit of reading in young people and adults. Apparently one solution is institutionalization—in a well-run institution governed by a far-sighted board, staffed with trained personnel, provided with a good library under competent supervision, and operated with a calm eye to social significance. In such circumstances good library technique gets results. It is something of a revelation and a comfort to know that the problem of leisure time activity, adult education, reading habits—it is constantly stated in different forms—can be half-way solved, and has been so solved in surroundings and under circumstances both discouraging and favorable to reading—confinement bestows time but vitiates incentive. The solution should be a stimulus to educators, and perhaps a puzzle. Do libraries and librarians hold the key to that particular locked door?

Perhaps Bacon's dictum should be "Reading maketh a *free man.*"

The Fat Is in the Fire

By ARTHUR EVANS WOOD

Professor of Sociology in the University of Michigan, and Chairman of the Degree Program in Social Work in Ann Arbor, Michigan

THE recent protest of President W. B. Bizzell, of the University of Oklahoma and of the Association of State Universities, against the American Association Schools of Social Work has kindled a long-smoldering sue. This protest, sent in the spring of 1938 to the presints of forty state universities not members of the Associaon of Schools of Social Work, complained that this ganization is attempting to foist upon the colleges and unirsities too narrow and inelastic a program in social work. nong the items in the general bill of particulars was the mplaint that the AASSW program is not adaptable to ny of the educational institutions outside the larger nters; that it is too definitely a reflection of the set-up some of the privately endowed schools of social work; it it does not sufficiently recognize rural needs. The pro- t concluded with the suggestion that the educational intutions not in the AASSW set up another accrediting ganization, to be known as the American Association of hools of Public Welfare. The whole matter is to be dis- sed this fall in a joint meeting of the American Associan of State Universities and the American Association of nd Grant Colleges. Let us look back at the matter.

The AASSW was a war baby, but presumably legitimate. adside schools of social work were springing up all over land, and some resolute plucking had to be done. During gay '20's the association began to grow up, taking itself y seriously, even if educational authorities in the colleges l universities did not. I have vivid memories of many doleful hours over poor food in Louis Quatorze or Omar Khayyam hotel parlors while endless committees reported on this and that, and the usual array of officers for the ensuing year was elected. I recall thinking that if we really were engaged in forging the intellectual content of social work education, it was a pity we could not strike a few sparks in the process. Occasionally, I could get another minority male, like myself, to share my regrets.

By the early '30's, the association doubled the dues of its members and appeared all decked out with a set of principles and standards, which were to be applicable first to new schools, later to member schools, who were given a brief period to catch their breath, conform, or cut loose.

The requirements for admission to the AASSW have been changed from time to time in the direction of greater stringency. At present they appear to be seven in number:

The school must be a separate administrative unit.

It must have a director and an annual budget of not less than $10,000.

After 1939 all member schools must be on a two-year graduate basis.

The faculty may be on a full time or part time basis, but at least two persons must be full time.

Four divisions of courses must be offered: Those relating to fundamental techniques; those which adapt scientific materials to the needs of social work, such as labor problems and criminology; courses in the practice of social work, such as family welfare, child-placing, public administration; general courses in the history of social work, social philosophy, etc.

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The teachers of technical or practice courses must have had valid experience in social work.

At least 300 clock hours of field work must be taken within the two graduate years, supervised by one of the school staff.

It is to be noted that no mention is made of the *academic* requirements for teachers in the schools, a point included in Dr. Bizzell's memorandum. Further, these standards were set up largely without the active collaboration of the responsible administrative heads of the colleges and universities affected by them. Resentment rumbled on many state university campuses as the AASSW program developed. The association dropped Wisconsin from membership, despite the fact that John Gillin has done perhaps more than any other individual to infuse social work with the substance of scholarship; and that C. A. Dykstra, an eminent leader in public service, has recently been made president of the university. The University of Michigan was for a time on the association's probationary list because it has two centers for its work, Detroit and Ann Arbor, with corresponding distribution of authority between the two units. Though no change was made in this set-up, the executive committee of the AASSW announced at a meeting in May 1938 that the University of Michigan had met all the technical requirements for membership.

TO be fair, one must show another side of the picture. It is clear that the Association of Schools is very much alive to a real educational need to which university and college leaders were for a long time impervious. As these authorities came to realize their responsibilities to social work and other service professions, they reacted to the program of the association in one of two ways: either they accepted the entire program, fearful of losing status by attempting any modification; or they rebelled. A response of the second type, on the part of President Bizzell, has precipitated the present issue. There is now real danger of a rival organization to the AASSW being set up by institutions that will not, or cannot, conform to its requirements.

The situation has other complicating factors. Not long after the Association of Schools got underway, the American Association of Social Workers came into being. The AASW has enlarged its educational requirements for membership; they can now be met only by attending one of the units of the AASSW. Of course, such a development is not new in the educational field. Some professional schools, notably the teachers colleges, have been charged with securing legislation that prescribes as prerequisite to a license the pedagogical diet which only they are equipped to supply.

Let us see how it works out. In 1936-1937 the thirty-two member units of the AASSW (there are now thirty-five) had an enrollment of 3692 full time and 3712 part time students. This means that more than half the enrollment was on the basis of in-service training—practicing social workers who needed a few credits to entitle them to membership in the AASW. One should rejoice in any effective stimulus to educational work, but one cannot avoid a sense of dismay that the universities have been let in for a great extension of so-called "graduate work" on a *night school* basis. While the other professions are pulling away from night schools, with their proved ineffectiveness, social work seems to be developing on this rejected base, under conditions that bring distinction neither to the profession, nor to the graduate schools that offer the work.

Another issue that deserves further exploration concerns the apportionment of courses, as between those of an academic analytical character on the one hand, and technical professional courses, on the other. Roughly, the distinction here is between courses that tell *about* things, and courses that tell how to *do* things. Training for social work seems to be heavily laden with the latter type of course. Dynamics are developed at the expense of solid intellectual content. I was once called to sit in on a doctoral committee in education where the candidate's thesis subject was "Record Blanks Used in Colleges of Less Than One Thousand." From such dull fruitless tasks, one would like to deliver social work students; yet when one sees approved master's theses devoted to such subjects as intake procedure or methods of recording, one wonders whether the center of intellectual indifference has not been reached.

Meanwhile, there has developed between social work and sociology an unfortunate family row. Logically or not, sociology has been the actual matrix out of which social work has developed in many places, and I believe that the two subjects belong and should be kept together, though I am aware of being hopelessly outvoted. It is not too much to say that many sociologists feel themselves superior to any concern with social work, or with any aspect of social reform. On the other hand, there is a tendency among social workers to view the sociologists as a sportive clan who earn their living through a tenuous system of remote contacts with reality. This cleavage between sociology and social work has found confirmation in the program of the AASSW which will not recognize any units that are adjuncts of departments of sociology. Though there may be certain administrative advantages in such a separation, I am certain that, intellectually, there are, or ought to be, areas of common interest between departments of sociology and schools of social work. To permit them to develop into hostile or indifferent camps, the present tendency is unfortunate.

ANOTHER issue is the length of the period of graduate study necessary for a degree in social work. The Association of Schools has committed its members to a two-year graduate program for the degree of Master of Social Work One may contend with some force that the two-year program is burdensome to both students and the educational institution; and that it is not warranted by the prospective awards for the student, following graduation, nor by the intellectual rigors of the curriculum. It is, furthermore, an invitation to the student to attend a school for only a few courses, or for a year at the most, and then to seek a job having slight prospect of completing work for the degree According to the most recent figures for 1936-1937, of the 7404 students attending schools of social work during that year, 437 received the master's degree and eight, the doctorate. The recipients of graduate degrees were thus 6 per cent of enrollment. This issue thus raises two questions:

1. Since with a single graduate year, assuming proper undergraduate foundations, a student may secure a master's degree in business administration, education, forestry and many other technical subjects that are comparable to social work, what valid basis have the schools of social work in insisting upon a rigid two-year program for their students?

2. How can colleges and universities afford to support a program of which only a small percentage of students can take full advantage?

There is finally the question as to the effect of the two year postgraduate course upon the outlook of promising undergraduates who aspire to the field of social work. After October 1939, no school offering professional courses on the

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undergradaute level will be permitted to remain in the Association of Schools. This will limit undergraduate work to background courses in the social sciences. This is possibly the most defensible element in the whole policy of the association. But it leaves the graduating student, who cannot immediately afford another year, and assuredly not two, in a quandary. He or she may solve the issue by turning to other fields, as many of them are doing, with a distinct loss to social work. A partial solution would be to increase the amount of scholarship funds. Another way out is to find apprenticeship jobs for the most promising graduates, to give them some experience and a little financial help before undertaking their graduate studies. However the issue may be met, it is imperative that some means be devised for recruiting a fair proportion of the abler college seniors and putting acceptable training within reasonable reach.

It is now announced that the Association of Schools has received a grant of $36,000 from the Rockefeller Foundation for enlarging its work. This is a splendid recognition of pioneer effort. The association is very much aware of the threat from President Bizzell and his group, and is in a conciliatory mood. There is some talk of admitting schools with a one-year graduate program, though it is to be hoped that it will be on terms that will not give them an inferiority complex. The important factors are the standards of the professional training and the qualifications of those who give it. Too many social workers are scrambling for graduate credits like small boys raiding a pear orchard. They should be brought up short by a stiff curriculum well ballasted with subjects of academic discipline. This is imperative not only for the maintenance of graduate standards in the schools, but for the future of social work itself. The capacity for sustained research, for example, is a *sine qua non* of graduate work; but outside the University of Chicago School of Social Work, the contributions of the schools to research in social work are conspicuously absent. These are problems for the Association of Schools of Social Work, to solve which it may well devote its Rockefeller grant.

The editors of Survey Midmonthly *have invited Wilber I. Newstetter, president of the American Association of Schools of Social Work, dean of the School of Applied Social Sciences of the University of Pittsburgh, to comment on Professor Wood's article.*

Ohio and Old Age Assistance

By BEULAH AMIDON

EARLY in September, Governor Davey of Ohio and the administrators of that state's Division of Aid for the Aged were summoned to a hearing before the Social Security Board in Washington on the charge that the state's program of old age assistance is inefficient and is "permeated from top to bottom with partisan politics." The Ohio officials refused to attend. The board nevertheless proceeded with the hearing, and brought forward its evidence that Governor Davey and those associated with him had made political capital of the needs of Ohio old people and the federal funds allotted to the state for their assistance.

It is unfortunate that the Ohio officials, unlike the Oklahoma administrators earlier in the year [see *Survey Graphic,* April 1938, page 203], refused to participate in the hearing and spread on the record their account of their handling of federal funds and of the program of aid to the aged which has been developed in Ohio. As the result of their failure to appear, the testimony gives only one side of the story. But incomplete as it is, the record merits review and careful consideration.

The board's criticism of the Ohio administration centers around five main points:

1. Section 2-a of the social security act requires efficient methods of administration. "The administration in Ohio of old age assistance is grossly deficient in this respect."
2. No fair hearings have been extended to dissatisfied applicants and recipients, as required by the social security act.
3. The provision of the act requiring accurate reports from the state agency has been disregarded.
4. In relation to the personnel of the state agency, there has been "a wholesale disregard of the standards and requirements of the Ohio civil service laws and of the Ohio plan for old age assistance."
5. The essential purposes of the social security act and the Ohio legislation providing aid to the aged, namely, to assure security to needy aged recipients "has been impaired by the utilization of the division of aid to the aged as a political instrument to influence the vote of old age assistance recipients, applicants and their relatives."

On the question of administrative efficiency, testimony was produced at the hearing to show that there have been serious delays in handling applications for assistance. Further, policies and procedures have not been established, or have not been clearly defined and interpreted. The result has been a lack of uniformity in administering the program over the state and, in some instances, discrimination against applicants and unnecessary suffering. The handling of funds in Ohio came in for severe criticism. Three audits by auditors of the Social Security Board, covering the period from the beginning of grants through last December, show items to which they take exception amounting to approximately $1,900,000. They also show that the proportion of exceptions to payments did not decrease as the staff of the Division of Aid for the Aged gained experience, but instead, increased. On the basis of the three audits, the board's spokesman estimated that total exceptions to date will be well in excess of $2 million. "The audits indicate that the case records in the state office do not include evidence of the validity of a large percentage of the payments made by the state. This inadequacy (of records) . . . indicates that there was initially inadequate investigation or that there was an incomplete reporting of the information essential to the determination of eligibility."

The testimony showed, the board held, that hearings for dissatisfied applicants and recipients have been held only in a relatively small number of instances involving narrow legal questions; that procedures for informing dissatisfied Ohioans of their right to a fair hearing are inadequate.

The board found that the Ohio administration has disregarded the section of the security act requiring accurate reports from the state agency. The Security Board has to rely on figures furnished by the state in determining the amount of the grants to the state. In Ohio, grants have been based

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on reports which, according to one official, had been "doctored" and "juggled" in subdivision offices.

The most detailed testimony presented at the hearing related to the question of "playing politics," which involved both the disregard of civil service requirements in the selection of the staff for the Division of Aid for the Aged, and also the relationships between the staff and the needy aged.

In February 1938, the Social Security Board and the Ohio Civil Service Commission cooperated in a classification survey of the positions in the division. The survey revealed "violations and circumventions of the civil service act" amounting to "a breakdown of the merit system." It was found that a majority of the employes of the division are provisionally appointed, and that 95 percent of those added to the staff since January 1, 1937 are provisional appointees, made without uniform objective standards "and in numerous instances in disregard of the qualifications in the plan and the provisions of the civil service law and rules." Of 185 employes in positions for which standards were fixed in the plan, 141 failed to meet the minimum experience requirements at the time of their appointment. Among the provisional appointees to social work positions were persons whose principal occupational experience was: taxi driver, meat cutter, men's tailor, truck driver, tool dresser on oil drilling operation, bank messenger, saleswoman in glove department, embalmer.

The Ohio civil service act specifies that provisional appointments are to be made for a period not to exceed ninety days. In 537 cases, the survey showed, these appointments had continued beyond that period, in seventeen instances for as long as three years. The testimony lists several pages of additional violations of the civil service act turned up by the survey: for example, under the civil service act, emergency appointments are limited to a maximum period of thirty days. Several emergency appointments in the central office of the division have lasted over one year.

Another civil service rule provides that no person shall be eligible for examination for promotion who lacks the preliminary requirements for original entrance to the position. A number of violations of this rule are cited.

The witness who summarized the survey at the hearing commented:

> These violations of state personnel rules and regulations, of accepted personnel practices under a merit system, and of the public assistance plan submitted to the board are significant both as direct evidence of improper administration and as a cause for other inefficiency in administration. The cost of operating an agency and its administrative efficiency depend on the caliber of its personnel, and failure to achieve the objectives of the social security act and the state laws and plan may be attributable to the character of the personnel practices in the agency. There has been a failure to conform to the standards recognized by the state in its laws and its agreement with the board as necessary to proper administration.

This failure in personnel practice is closely linked, in the board's testimony, with the evidence of political manipulation of the whole assistance program. Witnesses at the hearing told how, in Governor Davey's election campaign in 1936 and in this year's primary campaign in which Governor Davey was defeated for renomination, members of the staff of the division were used as active campaigners, and recipients of old age assistance were appealed to for their votes and their influence with friends and relatives.

To inquire into the repeated charges that the state agency was carrying on political activities, and to find out how such activities were affecting old age assistance applicants and recipients, the Social Security Board sent five members of its staff to Ohio. These investigators visited recipients in ten counties and interviewed other persons in some of the counties. The staff report, according to testimony presented at the hearing, "involves the state agency in the carrying out of a carefully arranged and systematic plan to exploit, politically, old age assistance applicants and recipients."

It was found that during the 1938 primary campaign there had been wide circulation of a letter from Governor Davey among recipients of old age assistance, beginning "Dear Friend," and concluding: "Would you be willing to talk to all your relatives and friends, and ask them to go to the polls without fail on primary election day . . . in order to vote for me? You might be able to see three or four dozen of your friends, and get their assurance that they will support me for renomination. I shall be very grateful for your cordial cooperation, so that I will be in a position to help you still further." With this went an "Open Letter of Interest to All Recipients of Old Age Benefits," over the name of the chief of the division, extolling the governor as a leading exponent of old age assistance.

The inquiry revealed that a caller unknown to the recipient would make a threat of loss of aid, or promise of an increased allowance, according to how the recipient voted; "it was found also that an employe of the division of aid for the aged later visited recipients to whom such statements had been made to notarize and seal the ballots."

In other instances, staff members of the subdivision offices did not confine themselves to "following up" the electioneering activities of other persons but themselves made such suggestions as that "the recipient should vote for Governor Davey who gave the pensions"; that it would be "a good idea to vote for Governor Davey because he sent the checks out"; that if the recipient did not vote for Davey "she would lose her pension"; that the worker had been "ordered to campaign for Governor Davey."

Perhaps the best summary of the effect of the Ohio situation on the needy aged of the state was that of the Franklin County grand jury at the April 1938 term, which included in its final report:

> We find where most pitiful appeals are being made to recipients of aid for the aged for their suffrage and support . . . these recipients are advanced in years and most of them are decrepit. Weak in body and mind, they are made to feel, by repeated appeals, oral and written, that they owe their existence to those in power and unless they do their bidding their allowances will either be reduced or entirely cut off. This is not as it should be.

At this writing, the Social Security Board has not made public a decision in the Ohio case. Governor Davey, refusing to have Ohio represented at the Washington hearing, offered no data in his letter to Arthur J. Altmeyer, chairman of the board, which was made public September 17. Governor Davey held in general that old age assistance in the state had been honestly and efficiently administered, and charged that the chairman and members of the board "play politics with your own employes"; and that employes of the board "are required to belong to the CIO whether they like it or not." He also called the threat to withhold funds "a political bluff," stating that when Ohio tried to amend the old age pension plan to provide that "no rules or regulations shall be made setting up educational requirements as a condition of taking a civil service examination" except in cases where such requirements are imposed by statute, agents

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of the board threatened members of the legislature with withdrawal of federal funds if the law was passed. "The amendment was passed almost unanimously in both houses," Governor Davey wrote, "and you did not make good your threat."

It is of course possible that the board will feel that the Ohio situation as brought out by its staff of investigators and the other testimony presented at the hearing can be allowed to "ride along," in the hope of improvement under Governor Davey's successor. But the difficult alternative may prevail, and the board may hold that, in spite of the hardship it will entail for the 100,000 recipients of old age assistance in Ohio, the integrity of the whole social security program requires that federal funds be withdrawn until the board has some assurance that aid to the state's aged will be brought into line with the security act and the Ohio law, its administration made efficient and non-partisan, its allowances based solely on the need of the applicants for aid.

Placement for Social Workers

By ARTHUR DUNHAM

Curriculum of Social Work, University of Michigan

IF you found out tomorrow morning that your present job in social work was going to fold up on December 31, what would you do? What would you consider your best resources for getting another job: The recommendation of your present employer? The suggestions of friends and colleagues? A placement service connected with your school of social work? Would you use Joint Vocational Service, as a national vocational service for social workers, in your attempt to connect with a new job? Are you already registered with this agency, or would you have to start from scratch? Would you consider it a major resource in your search for a new position, or would you rate it as probably less useful to you than some other channels?

Social agencies and social workers rarely make more important decisions than those connected with the offering and acceptance of jobs. The factors that enter into these decisions, and any machinery that exists to facilitate them, are a basic concern of the social work profession.

As a matter of history, the American Association of Social Workers grew out of an employment agency, the National Social Workers' Exchange. During its first five years the AASW operated a vocational bureau. Because of the feeling among the members of the association that it should be supported by professional memberships alone, and because this was impossible so long as the association carried a vocational bureau, the AASW decided at the Denver meeting in 1925 that the vocational bureau should be transferred to other auspices by the beginning of 1927.

As a result, Joint Vocational Service was established on January 1, 1927 to serve social workers and public health nurses "through giving advice and placement and other personnel service, in the fields of public health nursing and social work." This joint service operated until July 1, 1938, when the public health nursing service was transferred to the Nurse Placement Service in Chicago, a national agency under professional auspices which had previously served chiefly the institutional field.

While JVS was still in the "pre-school" period—three years old, to be exact—the depression struck. In the course of five years the whole social work landscape, including most of the personnel landmarks, changed so completely that it looked like a new continent. After the period of emergency relief programs came the social security act, the building of permanent public welfare programs, the emergence of new civil service merit systems.

Inevitably the question arises: What is the place of JVS—if any—in the field of social work today? It is simple enough to say that the function of a placement service is to place. As a matter of fact, that answer is too simple, for many persons turn to JVS for vocational information and consultation rather than placement. This service requires in the aggregate days and weeks of staff time. But payments are made on the basis of placements, with a widening gap between the service rendered and the financial basis of support.

These are some of the considerations that have led a special study committee of JVS, headed by Elinor Blackman of the Jewish Social Service Association of New York, to plan an inquiry into "the whole problem of vocational service for social workers as a basis for sound future planning." The question at issue is not merely, "What is the future of JVS?" It is the much broader problem: Does the field of social work need and want a national vocational service? If so, what should be the program, organization and sources of support of such a service? If no such service is needed, what is the most desirable alternative?

The committee has enlisted the services of Dorothy Dulles Bourne, former director of the School of Social Work of the University of Puerto Rico, and of the writer as staff collaborators in the study.

IT is the conviction of those in charge of the study that the answer, whatever it may be, will come not primarily from any inside administrative scrutiny of JVS but rather from a full and free consultation and exploration with social workers and social agencies—an attempt to get at their experience and thinking in the area of vocational service.

To this end members of the staff will visit some twenty-five communities in various sections of the country and will reach many others through correspondence. Among the groups to be consulted are chapters of the AASW, employing agencies, individual social workers, schools of social work, state welfare departments and other state agencies, national agencies, employment services, unions and rank-and-file representatives, and student organizations. A detailed discussion of the problems involved in the study, with questions posed for comment and discussion, is contained in a pamphlet which will be sent, on request, by the JVS 112 East 22 Street, New York City.

The study is predicated on the belief that: "This is a problem not for any small group of national agencies or social work 'leaders' alone but for the social workers and social agencies of the United States. The problem rests squarely with the profession of social work. The solution, if it is sound, must be a decision of the profession, arrived at on the basis of democratic discussion and decision."

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The Common Welfare

Graham Taylor

TO use words inimitably his own, there was neighborship and forthgoingness in Graham Taylor to whom death has come in his eighty-seventh year. Like his trust in God, they were yeast in all his works. At the fortieth anniversary of Chicago Commons in 1934, Charles H. Dennis, long time editor of the Chicago *Daily News,* caught what they mean in delineating its Warden: "He has been the great friend of everybody within reach."

That can be placed alongside Miss Addams' characterization that the settlement Professor Taylor founded "possesses a significance all its own as one of the pioneer efforts in the understanding of life"; that her friend and co-worker over the decades was compact above all of "undaunted courage and irrepressible good will." She added:

> As years went by the settlements, domiciled within the shadow of hardship and racial confusion, found themselves strangely initiated into the industrial unrest all about them and into the aspirations for a better social order. Their advocacy of free discussion among men of different theories and of alien experiences inevitably brought new criticisms, and perhaps Graham Taylor's valiant defense of free speech saved the settlements from defeat in performing what seemed to them an important function.

When, in 1936, Professor Taylor brought out his last book, Chicago Commons Through 40 Years, there was a chapter, The Will to Understand—Those at Variance in Industry. This has an unrusted message for social workers and social agencies caught these years in cleavages in our communities—that we have a responsible part to play in our own right, backed by the test of creative experience.

Six years before he had brought out his autobiography, Pioneering on Social Frontiers. Characteristically, he felt that this was too limited a record. Half the items in the index of the later volume are the names of those who had shared in the fellowship of Chicago Commons. With his expansiveness, he had the gift for dramatizing their daily round. His glee was infectious. With his openness, he had the greater gift of sensing human wrong and need, and rallying wrath or concern to their redress. To set out with him became an expedition. To work with him was an adventure. On the civic front, for example, as one of the founders of the Municipal Voters League. On the industrial front as one of the commissioners who brought generosity, justice and protective law out of the Cherry Mine disaster. On the educational front, in initiating the Chicago School of Civics and Philanthropy in 1903 and in building up, from 1892 on, the first department of social economics at the Chicago Theological Seminary, where Graham Taylor Hall stands today. And through it all, Chicago Commons was his home and base for the inveterate play of that neighborship which, as head resident, his daughter, Lea Taylor, has carried forward without break.

Less than a year ago, Graham Taylor sent robust greetings to the Silver Anniversary of Survey Associates. His service as associate editor covers a third of a century. He had been editor of *The Commons* when that was merged with *Charities* in 1905, to become *The Survey* in 1909; and from the start his work and writings and thrust of imagination have given vitality and breadth to the venture.

Less than six months ago, I sat in his library at Ravinia and wrote in a large hand on sheets of paper. That was the way I could best communicate with him. But there was nothing wrong with his forthgoingness the other way round. Everybody and everything seemed within reach of the eager rovings of his mind. He was still the great friend, still beset with his unquenchable zest for life and action.

And now, as John Bunyan wrote of Great Heart, as Graham Taylor wrote of George Eddy (heroic night boss of the Cherry Mine), as John Gavit writes of his associate for almost half a century, he has crossed over; and "all the trumpets sounded for him on the other side."—P. K.

The AMA Faces Ahead

CONVENED last month in special session, the House of Delegates of the American Medical Association weighed the recommendations of the National Health Conference [see The Unserved Millions by Helen Hall and Paul Kellogg, *Survey Graphic,* September 1938] and wrote a notable chapter in professional history. In essence the physicians approved in principle the proposals put forward by the conference, short of those for compulsory health insurance.

Expansion of public health and maternal and child welfare services, but this "should not include the treatment of disease except so far as this cannot be successfully accomplished through the private practitioner."

The expansion of general hospital facilities where need exists, but "there is at present greater need for the use of existing hospital facilities than for additional hospitals."

The principle that "the complete medical care of the indigent is a responsibility of the community, medical and allied professions" and should be organized by local governmental units and supported by tax funds.

The principle of hospital service insurance and of cash indemnity insurance for meeting the costs of emergency or prolonged sickness provided such efforts are approved by county and state medical societies.

Expansion of workmen's compensation to provide against loss of wages during illness.

On the controversial issue of compulsory health insurance a reversal of long reiterated AMA policy could scarcely have been expected at this time:

> We are not willing to foster any system of compulsory health insurance. We are convinced that it is a complicated bureaucratic system which has no place in a democratic state. It would undoubtedly set up a far reaching tax system with great increase in the cost of government. That it would lend itself to political control and manipulation there is no doubt.

Nevertheless, it should be noted that the expansion of workmen's compensation proposed at the National Health Conference in July by President Green of the AF of L, and here endorsed, is an adaptation of the insurance principle to lost earnings due to sickness if not to medical costs.

There is also a further inconsistency in implying that tax-supported medical care can be trusted for the "medically needy," but not for the rest of us. It is more pertinent to

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point out that the association has accepted many proposals that it formerly repudiated; has evinced willingness to exercise a leadership which rightfully belongs to it. It has appointed a committee headed by its president, Dr. Irvin Abell, to "facilitate the accomplishment of its objectives" and to "confer and consult with the proper federal representatives of the proposed National Health Program." This is progress on the road to cooperation.

Our Income

TWO years ago, the National Resources Committee undertook a study of the American pocketbook, seeking an accurate answer to a widely disputed question: how is the national income distributed among the poor, the middle class and the rich? The study, covering a carefully selected national "sample" of 300,000 families, was directed by Hildegarde Kneeland. Its report, recently released, is not a heartening picture of the kind of living that the economic organization of this country affords. It places the average income of all the nation's families at $1622. Nine tenths of the families in the United States live on less than $2500 a year; the poorest third—thirteen million families—in the 1935-36 fiscal year had an average annual income of $471. This lowest third is found to contain all types of consumer units, to live in all types of communities, and to belong to all the occupational classifications. They differ from the other two thirds of the nation chiefly in the larger proportion (almost four million families) receiving relief at some time during the year, the larger number on farms, the smaller number in professional, business and clerical occupations.

The study estimates that in 1935-36, the total $59 billion national income was distributed in this way: 10 percent to the lowest third, with family incomes under $780 a year; 24 percent to the middle third, with incomes between $780 and $1450; 66 percent to the highest third, with $1450 to $1 million or more a year.

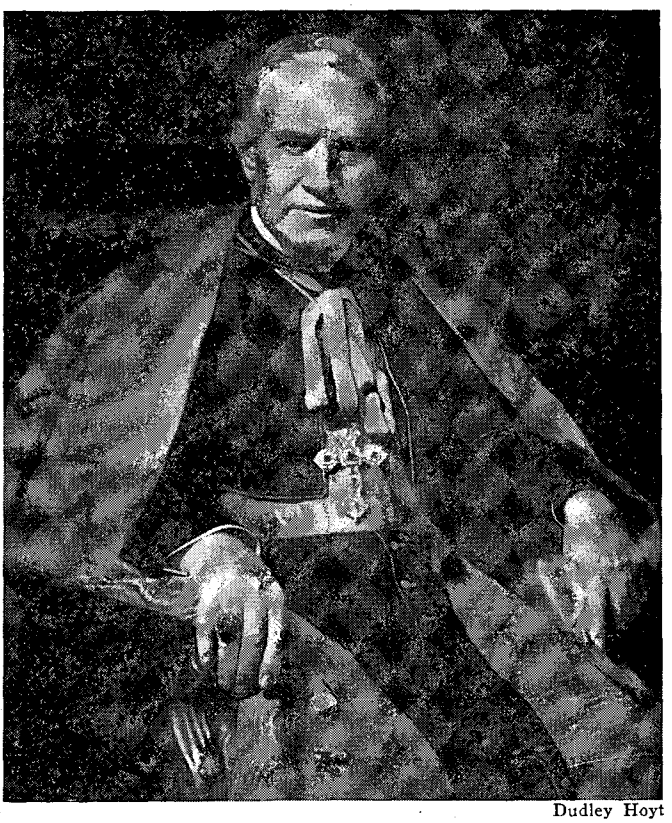
There are two pending studies which can be drawn on in the event of an effort to deal with these disparities and to promote a more equitable distribution of the national income. The National Resources Committee is analyzing the expenditure of the 1935-36 income, seeking to find out how much went for food, for clothing, for housing, for medical care. This will get even closer in to the answers to questions raised by the President's statement that "one third of the nation is ill-housed, ill-clothed, ill-fed." The government is also undertaking a detailed study of the whole business system. It is through such research and study that we may hope for some improvement in the situation revealed in the report on the distribution of income.

Headlines in Housing

A HEARTENING piece of housing news was the recent announcement of Alfred Rheinstein, chairman of the Housing Authority of New York City, that the Red Hook project to be constructed in Brooklyn will cost $4,500,000 less than the $16,592,766 allocated to it by the U.S. Housing Authority. By applying to plans for the Queensbridge development, the economies that effected the saving on Red Hook, New York City will have enough left from the funds reserved for these two projects to erect housing for 9000 more persons.

The national program is moving along. Of the $800 million provided under the U.S. housing act of 1937, $517 million has been allocated for definite projects in 129 cities. Up to September loan contracts and annual contribution agreements had been signed by forty-three local housing authorities with USHA. Resolutions to prevent stoppage of work because of labor disputes or a reduction of wages, during construction of slum clearance and low rent housing projects constructed with federal loans, have been adopted by seventy local building trades councils and 184 local unions—a new precedent in the building field. Today, 189 local authorities have been set up in twenty-eight states, the District of Columbia, and Puerto Rico compared to forty-six such authorities on January 1. The high tribunals of eight states —New York, Kentucky, Alabama, Louisiana, Pennsylvania, Georgia, and Florida—have passed favorably on the validity of various provisions of public housing legislation brought before them in test cases.

Voters in New York will have in November the opportunity to enact the first housing amendment to a state constitution. Offered as the result of the deliberations of the State Constitutional Convention, the proposed amendment provides for state and local government financial aid to housing, as well as for the extension of the power of excess condemnation and the power to acquire reserve lands for housing and other purposes. The proposed changes, which are permissive not mandatory, are endorsed by representative social and civic agencies concerned with a state-wide housing program.



Dudley Hoyt

PATRICK JOSEPH HAYES, "Cardinal of Charity"

Born in 1867 among the very poor of lower New York, Cardinal Hayes rose in his native city from priest to prelate of the largest and wealthiest archdiocese in the western hemisphere. He was elevated to the cardinalate in 1924. In 1920 his lifelong devotion to charitable activities culminated in his founding of the Catholic Charities of the Archdiocese of New York, which coordinated and strengthened the work of 214 social welfare agencies. His participation in the work of the organization and his deep concern for the people whose lives it touched never flagged. He died on September 4.

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The Case of Dorothy Kahn

THE axe has fallen on Dorothy Kahn, summarily dismissed as director of public assistance of Philadelphia County shortly before her status would have become permanent under the state merit system. That the axe was a partisan one scarcely can be doubted by anyone conversant with Miss Kahn's six-year record of administration throughout the stress of the hard times or by anyone who recalls the statement of Karl de Schweinitz when he resigned early this year as secretary of the State Department of Public Assistance because he refused to accept terms implied in Governor Earle's decision to retain him in office. Mr. de Schweinitz went out in protest against the politically weighted method by which the county boards of public assistance, authorized under the new state law, were being appointed. [See *Survey Midmonthly,* December 1937, page 385; February 1938, page 51.] It was the Philadelphia County board that dismissed Miss Kahn without a hearing and without redress. Had its final action been delayed three days she could have been removed only on charges, with the right to a hearing.

For six years Dorothy Kahn, with a long distinguished record in private social work practice, has headed the Philadelphia relief administration. Weathering all the changes of organization and leadership her unimpeachable integrity and administrative competence never have been challenged even by political exploiters with whom she steadfastly refused to "go along." When the merit system was instituted she took the required examination and topped the eligible list in her county. Two weeks before her probationary appointment would have become permanent Joseph D. Burke, chairman of the county board, informed her that the board had voted to terminate her appointment—the reason, "lack of cooperation." There was to be "no discussion or argument in the matter," but "in order to avoid a public record of dismissal," she might, if she chose, resign.

Miss Kahn did not choose to resign. Her own record was clear and much more than her job was at stake. While the board, it seemed, was technically within its legal rights, its manner of exercising those rights constituted a threat to the whole merit system and to the welfare services of Philadelphia and of the state.

The "rising" in Philadelphia against the board's action was sharp and determined. Following a mass meeting called by civic and social agencies, a citizens' committee lodged a formal protest with Governor Earle who replied by asking the board for a statement of charges which he promised to review. Chairman Burke promptly gave to the press his version of Miss Kahn's "lack of cooperation"—now termed "official misconduct"—emphasizing her "manipulation of permanent appointments . . . withholding of facts from the board . . . disposition to treat the board as marionettes . . . unyielding determination to have her views obtain . . . use of social service politics," and so on.

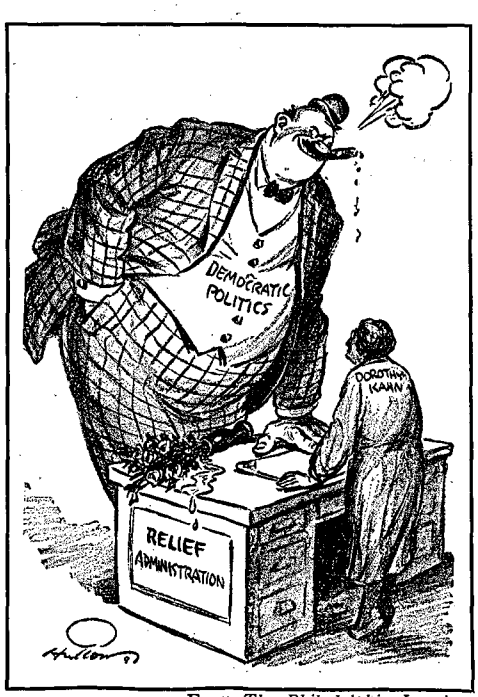
Miss Kahn categorically denied the truth of each of these charges buttressing the denial with facts wherever the charges were sufficiently clear to permit factual discussion. The governor maintained silence and on September 8 Miss Kahn was notified of her dismissal as of September 11.

But the fight was not over. Convinced that the board's statement did not establish a valid case "for the summary dismissal of a tried and proved public servant," the citizens' committee, backed by social agency leaders, local and national, turned again to the governor, who with the power to appoint county boards, holds the power to reconstitute them. He might, therefore, have taken the course of reorganizing the Philadelphia board by removals and new appointments. He took the less politically drastic course of accepting a "most constructive plan" put forward by the board through the Pennsylvania Economy League, at the same time affirming "fullest confidence in the board." Under this plan Richard H. Lansburgh, executive secretary of the league's Philadelphia committee, will make a "complete study of the operations of the Philadelphia County Board of Assistance." The board has expressed itself as "enthused" over the plan, but the group which protests Miss Kahn's dismissal sees it as sidestepping while underground politics, active these preelection weeks, work to obscure the real issue.

It is wholly to Miss Kahn's credit that she refused to resign her post thereby bringing out in the open the maneuvering by which politicians have sought to hamstring the merit system, its operation and intent. That system is none too strong at best. Under it the county boards must appoint one of the first three candidates on the eligible list, but within the six months probationary period they may remove at will. The board is responsible to no one and the appointee has no recourse. In theory there may be arguments in favor of this method, but in practice, without adequate review, it gives the board a power which opens the system to political manipulation.

It is no secret that the Pennsylvania county boards, with few exceptions, were appointed by the governor from lists supplied to him by Democratic county chairmen. Boards so nominated and appointed may, it is quite true, put the interest of the service before any partisan consideration. But they have only a moral obligation to do so—an obligation which does not always stand up, in Pennsylvania or elsewhere, under political whip cracking. Thus the boards, while observing the letter of the law by taking appointees from the top of the list can wash them out in short order during the probationary period until they find one willing to "go along" and "cooperate."

Pennsylvania's merit system for its public assistance services was from the first admittedly only a start. It was embodied in the law after a bitter political fight and many compromises. The case of Miss Kahn shows that it is bound to break down, unless qualified probational appointees are protected from summary removal for "lack of cooperation" with politically weighted boards responsible to no one. Without safeguards at this point the merit principle is lost and the system becomes no more than a front behind which the patronage machine may operate in its own sweet way.



From *The Philadelphia Inquirer*

"I hear you ain't been cooperatin', Lady!"

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The Social Front

Aid to the Aged

MORE Ohioans must take to drink in order to support their old folk in the manner to which they have become accustomed. That, at least, is the implication in the Ohio state finance director's announcement that unless there is a strong upturn in liquor revenues, the source of the state's contribution to old age allowances, these allowances may be drastically cut.

Costly Care—As a first move toward a possible consolidation of eighty-five county homes and poor farms into district hospital-homes, the North Carolina State Board of Charities and Public Welfare made a survey of the institutions and a careful study of the residents. It found existing conditions discouraging and expensive. During the last fiscal year it cost the taxpayers $948,220 to maintain an average population of 3282 in institutions with an estimated value of $4,007,706. The population was 70 percent white, 30 percent Negro. More than half were over sixty years old, but scattered through the various institutions were ninety-one children under sixteen. Twenty-three persons had been in county homes for forty-one years or more. More than half of the residents were sufficiently hale and hearty to be rated "able to care for self."

The state board is now proposing to the counties a plan for intensive case work to reduce the population by means of old age assistance, placing out and so on, until it consists of only chronically ill and infirm. When this is accomplished the board will offer its good offices for establishing district hospital-homes.

Transition—Those who looked forward to the passing of the almshouse with the advent of social security now are beginning to realize that that ancient and none too honorable institution cannot be banished by a wave of the wand. A large percentage of dependent old people are sick, feeble or handicapped in some manner so that they are unable to take care of themselves. For them an institution is still an answer, but an institution physically rejuvenated and spiritually remoulded to fit their needs. Such a transformation is reported from the old New Orleans Touro-Shakespeare Home which received its physical rejuvenation in 1934 when it was taken over by the Department of Public Welfare and was newly housed. Since then it gradually has been reshaping its purposes to fit the new conception of individualized public assistance, finally emerging with the present two-fold aim of offering specialized care to the infirm aged and to the chronically ill and incurable patients of all ages.

The home was founded in 1854 as an almshouse for the indigent aged regardless of physical condition. Before its renovation it became the target of many scathing reports because of unsanitary conditions and low standards of care given to patients. However, the present welfare board, even prior to the social security program, inaugurated the policy of maintaining healthy aged dependents with their relatives or in boarding homes so that it became possible for the institution to concentrate on the care of the ill and infirm. Now the frequent transfers to the social security service are made through a social worker. Included in the staff caring for the 150 patients are six registered nurses with the superintendent, and a physician who is on call at any time in addition to his regular visits.

New Programs—Caution governs Virginia in operating her new social security program, begun last month. Governor Price recently announced that only the 15,000 neediest would be cared for under the old age assistance plan the first year with the possible addition of 7000 or 8000 during the next fiscal year. Only 3000 out of 10,000 dependent children eligible for aid are expected to receive help from the present appropriations.

In Colorado—If any old age relief recipient in Colorado has nurtured a longing to appear in print he can at least find his name on a lengthy published list along with the amount of his allowance. When ordering the publication of all old age allowances with the names of their recipients, Earl M. Kouns, director of the state welfare board, announced that in thirteen counties $4874 had been recovered recently in grants which had been paid to persons not eligible for aid.

Nearly suffocating under the avoirdupois of its old age plan, the Colorado public assistance program may find relief in the November elections when a constitutional amendment repealing the present old age pension scheme will appear on the ballot. Already a sharp drop in revenue has reduced the average monthly payment by $3.

Competition—The war between dependent children and old folk came to a climax recently in Utah when the state board of public welfare voted a 20 percent reduction in old age allowances. Prior to September 1, when the cut went into effect, the needy aged, who comprised 43 percent of the state's relief recipients, were getting 66 percent of all funds available. In announcing the cut Director J. W. Gillman said that in order to maintain the former level of old age assistance hundreds of appeals for aid to dependent children had been denied.

Tightened Rules—Not yet forced to cut allowances Illinois has tightened the eligibility requirements for old age assistance. Where formerly $400 in liquid assets was allowed a single person and $600 to a married couple, $200 and $300 are now allowed. All cases which might be disqualified by the ruling, are to be reviewed by the state.

Elusive Money—Tax fleeing publishers are not alone responsible for money leaving California. The state social welfare board has learned that from one county $45,000 in estates left by recipients of old age assistance has gone to out-of-state relatives. The board is now backing a legislative program permitting the state "to levy on estates left by recipients of relief."

In Print—T. Earl Sullenger and Cherrie F. Baxter of the Municipal University of Omaha have made a study of old age assistance in Douglas County, Neb., aiming particularly to discover the effect of a state law which puts responsibility for support of needy aged on a wide range of immediate relatives. Does the amount of their contribution justify the time, money and work involved when a social worker establishes contact with the relatives? This study leads the authors to recommend that the law be changed to make only children of the applicants responsible for their support; that the law be more strictly enforced; and that the schools of the state be compelled to devote more time and effort to vocational guidance. (From the Bureau of Social Research, Municipal University of Omaha, Neb.)

Jobs and Workers

DISPARITIES in what men and women are paid on comparable jobs are shown in a new study by the Women's Bureau, Differences in the Earnings of Men and Women. (Bulletin No. 152, price 10 cents from the superintendent of documents.) Among the facts brought out are these: in three states that have reported men's and women's wages for twelve to twenty years, women's average wages in manufacturing have always

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been less than 60 percent as great as men's; women in occupations calling for skill and dexterity are paid less than men in the least skilled jobs in plants making seamless hosiery, men's work clothes and shirts, knit underwear, paper boxes, candy, and bakery products; women clerical workers receive 50 to 60 percent as much as men; reports of salespersons' wages show many more women than men at the lower pay levels, and many men but few women at the higher levels. The report finds that "an especially important factor in the low wages of women is the general lack of organization among employed women strong enough to battle effectively for a more adequate wage scale."

Minimum Wage—The directory wage order, setting minimum wages for some 22,000 women and minors in the laundries of New York State was made mandatory on August 21, following public hearings in Albany, Buffalo and New York City. "While the number of violators was but a small proportion of the employers in the industry—only 316 out of 2041 had their names published as noncompliers," stated Frieda S. Miller, industrial commissioner, "still they exerted a downward pressure on wages throughout the industry." The wage rates under the mandatory order remain the same as under the directory order: $14 for 40 hours in the New York City area; $12.80 in cities of 18,000 or more outside the metropolitan area; and a minimum hourly rate of 30 cents in rural areas. A violation under the mandatory order will be a criminal offense, punishable by a fine of not less than $50 nor more than $200, or imprisonment of not less than ten nor more than ninety days, or both. . . . A study of wages in the Pennsylvania laundry industry showed that half the women and minors employed received a weekly wage under $11.54 in the week chosen for the inquiry (mid-November, 1937) and 27 percent were paid less than $10. A detailed report based on the study, has been submitted to the state minimum wage board for the industry. It shows median annual earnings of $614. . . . The division of women in industry and minimum wage of the New York State Labor Department is now completing a study of wages, hours and other working conditions in the dry cleaning industry in preparation for the calling of a dry cleaning wage board, and similar studies are under way in the restaurant, hotel and glove manufacturing industries.

Labor and Housing—The two-way influence on wage earners of the present federal housing program under the Wagner-Steagall act is discussed by Catherine Bauer of the U.S. Housing Authority in the current issue of the *Labor Information Bulletin*. The program provides for slum clearance or the repair and improvement of slum dwellings, and the building of simple, safe, well lighted, well ventilated, sanitary dwellings within the reach of families earning from $600 to $1200 a year. In addition to creating 268,500,000 man hours of construction labor, Miss Bauer points out that the program will greatly stimulate employment in the building materials industries, to provide steel, lumber, cement, electrical fixtures, and so on.

Workers' Education—In celebrating recently the anniversary of the establishment of the educational program of the International Ladies Garment Workers Union, Mark Starr, educational director, stated that during 1937-1938 the union and its constituent locals spent $200,000 on its nation-wide system of classes and recreation groups in fifty-eight cities located in twenty-five states and three Canadian provinces. The program includes study classes, and groups in music, dramatics, athletics, dancing and gymnastics. Beginning this fall, new candidates for paid offices in the union will be required to complete an approved course of study to qualify for election, the course to include the history of the union, economics of the garment industry, union structure and function, parliamentary procedure and trade union techniques. During 1937-38, the union's 620 groups were attended by 22,050 students.

Child Labor—Advances in standards affecting employment of minors, both in regulation of conditions of labor and improvement of school attendance requirements, were made in more than half the states in 1937, according to a summary made by the Children's Bureau of the U.S. Department of Labor. The greatest improvement was in North and South Carolina, both of which adopted a basic minimum age of sixteen. Wisconsin adopted for minors of both sexes under eighteen a maximum 40-hour week, and for minors under sixteen, who are prohibited from wage earning during school hours, a 24-hour week. In Vermont, the minimum age of fourteen for employment in mills, canneries, factories and workshops was extended to cover work in any gainful occupation during school hours, and the 10½-hour day, 56-hour week for minors of sixteen and seventeen was reduced to a 9-hour day, 50-hour week. Pennsylvania and South Carolina raised the age limit for compulsory school attendance to seventeen and sixteen years respectively. . . . Of the 10,134 children fourteen and fifteen years of age for whom employment certificates were issued by reporting areas in 1937, 13 percent entered manufacturing and mechanical industries, an increase of nearly 3 percent over 1936. By far the largest number—48 percent—entered domestic and personal-service occupations, an increase of about 3 percent as compared with 1936. Only 2 percent of the children were employed in offices in 1937, 10 percent entered mercantile occupations, and 21 percent outside messenger and delivery service. . . . The fair labor standards act, which goes into effect October 24, gives the U.S. Children's Bureau responsibility for enforcing the provisions relating to the employment of children. It is believed that the act, which sets a minimum age of sixteen years for employment, and a minimum of eighteen years in hazardous occupations, will result in preventing the labor of children under sixteen in practically all manufacturing industries. The provisions of the act, however, do not apply to children employed in establishments engaged in strictly intrastate business, such as stores, garages, laundries, restaurants and beauty parlors.

Record and Report—Ten Years of Work Experience of Philadelphia Weavers and Loom Fixers shows skilled workers as effectively stranded in a diversified industrial community as the unemployed miners in the coal towns. National Research Project Report No. P-4. Division of Information, Works Progress Administration, Washington, D. C. . . . The "why and how" of the National Labor Board is presented by Louis Stark, Washington correspondent of the *New York Times*, in a recent Social Action pamphlet. Price 10 cents from the Council for Social Action of the Congregational and Christian Churches, 289 Fourth Avenue, New York. . . . "A factual portrayal of the extent of various types of employer-employe dealings and of the characteristics of company unions" is offered in Characteristics of Company Unions 1935, Bulletin No. 634, U.S. Bureau of Labor Statistics. Price 30 cents from the superintendent of documents, Washington.

Relief and WPA

MIDSUMMER brought to a new high the cost of the nation's public assistance, a July expenditure of $258,748,000, the largest since the Social Security Board began keeping comprehensive records. Included in this sum were $36,863,000 expended for general relief by states and localities; $42,615,000 under the social security act; $149,200,000 by the WPA; $3,220,000 through the NYA; $19,848,000 by the CCC; $1,275,000 in subsistence grants under the Farm Security Administration. WPA rolls reached an all time high, 3,102,000, in the first week of September. Unless employment conditions improve and the number of WPA workers decreases during the autumn it seems inevitable that the $1,425,000,000 fund intended to carry WPA to February or March, will be exhausted in January.

Following the national trend Pennsyl-

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vania's total direct and work relief population in August reached a five-year high to include 17 percent of the state's inhabitants. A study of the general assistance cases accepted between November and July—nine months of recession—reveals that one fourth never before had received assistance. In August, though the relief case load continued to rise, the applications due to loss of private employment began to decline while those due to WPA lay-offs increased.

"New Teeth"—Through an arrangement between the New York City Department of Welfare and a group of dental laboratories, 22,000 home relief recipients attending WPA dental clinics will receive needed "new teeth." The dentures formerly were manufactured by WPA technicians, but inability to find enough skilled WPA workers for this job kept people waiting as long as two years. Now 136 new dentures will be supplied each day. WPA dentists, who last year cared for more than 15,000 new patients in their clinics for adults, will confine themselves in future to actual operative work.

The Doctor's Bill—State paid medical service is now available throughout Pennsylvania for those receiving relief, old age assistance, dependent children's aid, or blind pensions, under the terms of a recent revision of the public assistance act. Prior to the revision, opinion was divided as to the responsibility of the state or of institutional districts for financing medical care for the indigent. Consequently in many parts of the state the indigent received none.

The present plan, which is described by State Secretary of Public Assistance Arthur W. Howe, Jr. as a stop-gap for lack of the annual $10 million estimated necessary for full medical service, provides a scale of payments for doctors' fees, the doctor to be chosen by the patient. A home visit will cost the state $2, an office visit $1. Obstetrical care includes twelve visits at a total cost of $25. A surgeon may render a bill at half his usual fee. WPA families are not eligible for state medical care.

Guidance—A local complement to Pennsylvania's state relief set-up is Pittsburgh's Department of Public Welfare, which recently issued a comprehensive handbook describing its operations. In addition to operating the city homes and hospitals the department fills two important relief gaps for those Allegheny County dependents who live within the city limits. The medical relief includes city doctors on call day or night, as well as medical and surgical appliances, medicines, tonsillectomies, the Pasteur treatment. Additional outdoor relief includes rent and moving expenses when eviction is imminent, milk, dentures, burials. Threatened by extinction through the possible assumption of its functions by the state, the department accompanies the handbook with a statement by its director, B. J. Hovde, hoping that the booklet will be a "source of guidance" to the "eventual successors."

We are asking you to tell us . . .

WHAT SUBJECTS AND SKILLS YOU WOULD LIKE TO HAVE DISCUSSED IN THE SERIES ON rural public welfare work, written by Josephine Strode. The articles which lead off this issue (pages 307 ff) describe how the idea of the series was born and present an appeal from a county worker to "Miss Bailey" to "persuade the powers that be to give the problems of rural social work a little space in *Survey Midmonthly*."

WE SHALL GIVE A GOOD DEAL OF SPACE TO THE SUBJECT THIS WINTER. SEVERAL OF THE forthcoming articles are already in the office. They will appear under such titles as: Publicity by Way of the Barn Door; Learning on the Job; Getting Along with the Bosses; Old Folks Are Like That. That later articles may be close in and helpful as possible, the "powers that be" ask you to check the following list of subjects and skills, indicating your preference as to which you would like to have discussed by Miss Strode in terms of social work at the grass roots. Please feel free to add to the list.

BETTER STILL, WRITE US A LETTER TELLING OF YOUR EXPERIENCES AS A COUNTY WORKER, and of the methods you have worked out, both practical and sound, for dealing with difficult situations. Tell us of your failures as well as of your successes as a contribution to the pool of experience on which Miss Strode may draw for future articles.

Check the list below, clip this announcement and mail it, with a letter if you will, to "Miss Bailey," *Survey Midmonthly*, 112 East 19 Street, New York.

Subjects to Be Discussed

- ☐ Intake
- ☐ Collateral Calls
- ☐ Budgeting
- ☐ Home Visits
- ☐ Correspondence
- ☐ Case Histories
- ☐ Treatment

Skills to Be Analyzed

- ☐ Conferring
- ☐ Community Organization
- ☐ Group Leadership
- ☐ Writing
- ☐ Personnel Supervision
- ☐ Office Organization
- ☐ Social Judgment

Notes—Collective bargaining—or something—accomplished a kind of truce between the relief officials of Berks County, Pa. and four families which lacking, they said, any other place to live, moved into the relief office bag and baggage. By the terms of the truce, say newspaper reports, the families left the office during working hours, "so that work could continue," but returned there to sleep.

Relief recipients in Chicago can anticipate a dark winter, for there will be no electricity on their budgets so long as the recently announced 15 percent cut in all allotments remains in force. During the summer the budgets included food, gas and rent. September, usually a month of increase, was expected to bring electricity and clothing. Instead came the cuts occasioned by the inadequacy of available funds.

The purpose and first few months' experience with a Social Security Board plan for interchange of relief statistics and information among large city departments of public welfare is described by Helen Jeter and Margaret Claybaugh in a reprint from the *Social Security Bulletin* of June 1938. From the superintendent of documents, Washington, D. C.

The Matanuska resettlement project at Palmer, Alaska, around which comment and criticism swirled when it was established by the FERA in 1935, has been transferred to the jurisdiction of the Department of the Interior. Of the 200 original relief families in the settlement, 170 still remain, plus a hundred or so "native-born" babies. New colonists are arriving regularly, it is said, with about 1500 applications pending from families in Alaska as well as on the "mainland."

Check-ups—A quarterly statement of outside earnings must now be filed by every WPA worker to comply with a recent order issued by Harry L. Hopkins, administrator. In Michigan the WPA, ERA and Unemployment Insurance Commission are cooperating to prevent workers from drawing WPA checks and unemployment insurance simultaneously. A daily report of applicants for benefits is filed with the WPA and the Emergency Relief Commission. WPA

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agreed to finance the clerical cost involved rather than risk duplicating government payments and the resultant statewide criticism.

For the Children—Some 102,000 New York children in need of clothing received full outfits last month by way of the WPA to enable them to start school properly clad—assuming of course that they were fortunate enough to possess shoes which were not included in the distribution. Worsted knickers, woolen trousers, dresses described as "snappy and up-to-date" were included in this largest order ever filled by the WPA sewing rooms. Materials supplied by the city were made up in diversified patterns to avoid the appearance of "relief uniforms."

Another project which stretches out a hand to New York school children is that operating 111 dental clinics serving needy children from kindergarten to 4B grades. In July and August—months when clinic attendance does not have the pressure of school authorities—a total of 40,813 visits were made to the clinics, indicating that parents and children are beginning to appreciate the necessity of dental care. In addition to fillings and extractions the services include prophylaxes and examination, polishing, reexamination and check-up, instructions in oral hygiene, and so on. The clinics employ a total of 104 WPA dentists, forty-six hygienists, with dental assistants and clerical staff.

Evidently possessing an agreement with Santa Claus this child-conscious New York City division of WPA has established a project for collecting broken toys, mending them and distributing the restored products to hospital wards, day nurseries, community centers, settlements, neighborhood houses, and homes where toys do not figure in the budget. Started in late summer with a hundred work relief employes the project is expected to reach its peak of operation before Christmas, employing between two and three hundred men and women, most of them physically handicapped.

In New Jersey—The whys and wherefores of supplementary relief are being sought in New Jersey by State Labor Commissioner John J. Toohey, Jr. and State Relief Director Arthur Mudd with the two-fold purpose of sustaining basic industrial wage rates and reducing relief costs. It has been estimated that over 25 percent of the none-too-adequate relief funds are used as supplementary relief to wage earning families. A partial explanation might be found in the labor department's recent report of 100,000 women and minors in industry receiving less than a living wage as defined by the state minimum wage law. [See *Survey Midmonthly,* September 1938, page 291.] In the meantime Governor Moore has directed that amounts not exceeding $2 million monthly be diverted to relief from other state funds.

A recent teapot tempest in New Jersey was firmly squelched by the state's attorney general, David C. Wilentz, when he ruled that a "pauper" is a pauper only after a legal procedure has declared him such and that "it is inconceivable" that all WPA workers and relief recipients should be disenfranchised because they were receiving assistance. The tempest was precipitated by a demand for "purging the voting list of paupers" urged by a delegation for the Women's Rebellion, Inc., an organization apparently seeking national political influence.

Compensation

REPLIES to a questionnaire sent to all Arizona employers show that the employers, by a majority of three to one, favor unemployment compensation as it is now administered in that state. A preliminary check of the returns revealed, according to the Winslow *Mail,* that 76 percent of the employers have no change to recommend, 3 percent favor outright repeal, and about 1.5 percent made each of the following recommendations: reduce the tax rate; require employes to pay half the cost; simplify administration; exclude executives' salaries in figuring contributions.

Compensation and Relief—Unemployment compensation and direct relief go to two different classes of persons, according to a study made by the Pennsylvania Economy League, covering the first six months of benefit payments in the state. The report of the study published in the league's magazine, *Your Dollar's Worth,* showed that only about one person out of eight on relief between January and June 1938 had worked long enough during 1937 to be eligible for unemployment compensation. The study also revealed that only one in eight of those drawing benefits during the same period was sufficiently reduced in circumstances to have been eligible for relief if compensation had not been paid. "Not more than 15 percent of the total on the two rolls are likely to overlap," the report stated.

Multi-State Claims—A new procedure has been approved by the Social Security Board and the Interstate Conference of Unemployment Insurance Agencies for applying the agreement, recently signed by all but eight of the fifty-one states and territories, under which unemployed workers living in one jurisdiction may claim and draw benefits for which they are eligible under the laws of other states. Eligibility under the law of the state of present residence will first be determined, and benefit rights under that law exhausted before the payments from the state of former residence begin. The waiting period prescribed by the unemployment insurance law of each liable state will apply. His nearest local public employment office will handle the worker's claim for benefits in whatever state he believes himself eligible.

New York Names—Identifying over 1700 Mary Joneses whose names appear on its files is only one of the problems facing the New York Bureau of Insurance Control, which issues unemployment compensation checks. The bureau's files include more than a million cards of workers listed only by name and with no social security numbers. There are also approximately 15,000 other individuals identified only by such names as Flat Foot Floogie, Dummy, Fish Face, Smokey, Blubber, and Shorty. The bureau is sending forms to every person on its files whom it can locate, asking for social security numbers.

Claim Books—Every claimant to job insurance under the Oregon state unemployment compensation law is given an individual "claim book," similar to a savings bank book, or to the individual pay-record book carried by members of the A.E.F. during the World War. Claimants are required to present the claim book when reporting to local employment offices. Information entered in the claim book will include the insured's name, address, claim number, weekly benefit amount, social security number, maximum benefit amount, day for reporting to the employment office, earnings by the week. Officials of the Oregon Unemployment Insurance Commission expect this procedure not only to "simplify and reduce the cost of administration," but also to "minimize hazard of error and facilitate identification."

Studies in Process—The principal objectives of the study of unemployment compensation experience which is being made cooperatively by the Interstate Conference and the Social Security Board are defined in the board's *Bulletin* as three in number: "greater economy in unemployment insurance administration; development of methods for calculating and paying benefits which will be more easily understood by workers and employers and will result in more prompt payment of benefits; reduction, insofar as possible, of the volume of detail required of employers in complying with the legislation."

In New York State, the chairman of the unemployment insurance advisory council has announced that the council's committee on amendments will soon invite technical experts and other interested persons to confer with it on possible ways of simplifying the New York unemploy-

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ment compensation law. . . . The council has appointed a committee of three to study and report to the legislature on the practicality of a "merit rating" system which would grant preferential tax rates to employers with records of stable employment. Many industrialists have expressed the belief that a graduated tax rate would help prevent joblessness by offering employers an incentive for stabilizing employment. William Green, president of the American Federation of Labor, stated at the Atlantic City meeting of the executive committee of the AF of L last month that such plans tend to "discriminate against both employers and employes."

Convict's Claim—John J. Haley, Jr., serving a prison term of fifteen years to life after being convicted as a fourth offender on a third degree burglary indictment, claimed unemployment insurance for a period previous to his arrest under New York's unemployment compensation law. Officials of the division of placement and unemployment insurance in the State Labor Department ruled that in this, as in similar cases, the test of the applicant's right to benefits for any particular week is whether during that week he was totally unemployed, and capable of and available for employment. "Haley cannot under any circumstances receive benefits for any of the weeks he has been in custody," it was said, "because he has not been 'available for employment.' However, he may, while in custody receive overdue benefits for weeks prior to his incarceration. The test applies to the week for which the benefits are claimed; not the week during which they are received."

Schools and Education

THE liquidation of the General Education Board within a few years is foreseen in the report of that foundation for the last half of 1936 and the year 1937, a portion of which was made public late last month. The report shows that up to the end of 1920, the board's expenditures in its major fields of interest—medical education, higher education, Negro education—and certain special programs, were almost exclusively from income of the fund established by John D. Rockefeller in 1902. Up to the end of 1937, the board had appropriated a total of $255,334,670.57, of which $139,337,348.55 was from principal, $115,997,322.02 from income. The report states: "The trustees have felt that, in the rapidly moving times through which we have lived since the war, it was more important to meet challenging opportunities in the development of fields like medical education, for example, than it was to conserve principal funds for some indefinite future. . . . This, in brief, is the point of view which has led the trustees to approach the coming liquidation of the General Education Board with the belief that it represents, as far as limited human intelligence can foresee, a socially desirable step." Since 1933, the board has concentrated on three types of activity: the continuance of the existing program in the South; the support of research and experimentation in relation to the secondary school through the junior college level; a program in child growth and development.

Public Service—A new division for training in public service is being launched this fall by New York University in its division of general education. An experimental group of classes last year attracted a considerable number of students. This year's program has in mind not only the student who desires to prepare himself for public service, but also the public servant who finds himself in need of fuller training. The program is made up of non-degree credit courses, though all the classes are given due credit by the municipal civil service commission. Rufus D. Smith, provost of the university, and chairman of the faculty committee which drew up plans for the new division, has been appointed its director.

Race and Personality—The study to determine what effect, if any, the minority racial status of Negro youth has upon their personality development, announced last year by the American Youth Commission, is now going forward in New York, Chicago, Washington, Louisville, New Orleans, Greensboro, Nashville, Natchez, and five rural counties in the South. Atlanta will probably be added to the list of cities. At present, field investigations are being conducted and staff members are attempting to analyze through case methods the nature of the adjustments youth may have to face in being subjected to controls of social class and social caste. Cultural environment in which Negro youth live is being examined. Background material will probably be prepared by November 1, and personality studies by January 1. Robert L. Sutherland is in charge of the undertaking.

WPA Education—The school health program of the WPA is being developed and extended, according to a recent announcement by Harry L. Hopkins, WPA administrator. Hundreds of schools, particularly in rural areas, have no medical service other than that supplied by the WPA. In the last two years, more than 940,000 school-age children have been given medical examinations through WPA and 550,000 immunized against communicable disease. Over the same period, approximately 125 million hot, nourishing lunches have been served to needy school children. These activities are being continued. Physical examinations in many communities now include dental examinations as well as sight and hearing tests.

In New York City at least one new project is being inaugurated with a staff which is expected to reach 2000. This project, called cumulative pupil records, will have as its objective the establishment of comprehensive cumulative records for all pupils in the entire city school system. The project has already installed the system in fifteen junior highschools with a staff of 230. The local WPA administrator, Lieut. Col. Brehon Somervell, has announced complete reorganization and extensive expansion of the education section for the current school year.

Sickness Insurance

STORMY seas have failed to drydock the increasing number of craft of one kind and another that are attempting to lay a course toward the harbor of sickness insurance.

In New York the Cooperative Health Association was all ready to set sail when it was advised by the office of the state attorney general that its activities were probably illegal. The association's program proposes two classes of membership. One would make available complete medical service at a cost of $24 annually for the first member of a family and $20 for each additional member. This would include practitioner, surgical and specialist care along with X-ray, laboratory and diagnostic work. The other, costing $16 annually for the first member of the family and $12 for each additional member, would be a general practitioner service including limited diagnostic, X-ray and laboratory work. Both plans provide for the free choice of physicians from a panel of those agreeing to serve the association. It is said that a bill will be introduced into the legislature in January which would remove any legal obstruction to the functioning of the proposed cooperative.

Meantime the Kings County (Brooklyn) Medical Society is sponsoring a "mutual non-profit cooperative association to facilitate employment of medical service." Taking a leaf from the highly successful Associated Hospital Service and its 3-cents-a-day plan for insuring hospital care, the proposed Associated Medical Service of New York would provide "insurance against unusual and costly doctor's bills" through an annual subscription of $14.60. Illness involving less than $10 expense to the patient would not be covered.

In Cleveland, a proposal from the economics committee of the Academy of Medicine, already approved by the academy's board of directors, follows the hospital insurance plan even more closely. It provides for the members of the Cleveland Hospital Association, by payments of $7 to $9 annually, insurance of $6 a day—up to twenty-one days—against

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doctors' bills incurred in the course of hospitalization. There is no provision for home medical care.

To meet the demand for some sort of prepayment system for medical care for employed families with low incomes, the county medical society of Denver, Colo., has approved a proposal for a central medical service bureau. Dr. Paul J. Connor heads a committee to work out details of the bureau. The society's decision to launch the project followed a survey of low income groups and of employers to determine the need for and the extent of interest in any new form of medical practice.

Evidence of the rising lay interest in group medicine are the negotiations under way between the United Mine Workers of America and the Good-Will Fund, Inc. of Boston, for the financing of a study to determine in what form group medicine might be feasible for the union's members.

The Public's Health

THE stork is expected to deliver at least a dozen packages at the 1939 World's Fair in New York, and the fair's Department of Medicine and Public Health is making full preparation for their reception. The expectancy rate is based on statistics of Chicago's Century of Progress Exhibition where the bird dropped around six times. Childbirth is only one of the medical emergencies envisoned by the farsighted health department which plans to equip the fairgrounds with ten first aid stations, a large corps of physicians and surgeons, a hundred or so nurses, ten motor ambulances and a mobile X-ray truck.

Research—The minute mosquito is under more minute scrutiny at the new Henry Carter Memorial Laboratory of the U.S. Public Health Service at Savannah, Ga., dedicated to the study of malaria control. Investigating both the life cycle of the mosquito under different breeding conditions and the local prevalence of malaria in its relation to the use of prophylactics, the laboratory aims at securing the lowest cost malaria control by biological rather than engineering methods. The work is under the direction of U. S. Surgeon L. L. Williams, Jr.

The new Squibb Institute for Medical Research at New Brunswick, N. J., is the first to be founded in the pharmaceutical industry. In addition to conducting research activity in experimental medicine, pharmacology, bacteriology and virus diseases, and organic chemistry, the institute will operate biochemical and medicinal chemistry laboratories and will maintain a free hospital ward of fifteen or twenty beds to provide clinical facilities for the staff. Among the studies already begun are investigations of surgical shock, measles, vitamin B_6 and vitamin K. The institute, which will establish fellowships in medical schools for the study of cancer, syphilis and hormones, is under the direction of Dr. George A. Harrop, former associate professor of medicine in Johns Hopkins University.

Research on healthful working conditions conducted by a committee of the National Association of Manufacturers will be directed by Dr. Victor G. Heiser, formerly of the Rockefeller Foundation. Plans are to make a survey of plant conditions and to establish an information service for approximately 80,000 factories employing from 25 to 2000 workers each.

Various and Sundry—Hot pancakes as treatment for open wounds, spider webs for sore eyes and similar "anti-social superstitions that militate against health" will be educated out of New York's "less-informed persons" if the WPA and the Board of Education have their way. In twelve neighborhood centers a joint attack is being made on old notions, not only by means of health classes but by consultation services that aim to aid mothers distracted by unruly children and adolescents distracted by "old fashioned" parents.

A Bureau of Social Hygiene has been formed by the Jersey City Health Department to carry on educational and epidemiological work as well as to supervise the clinics of the Jersey City Medical Center. Dr. Edmund Daly is acting director.

Blood transfusions for persons unable to pay a professional donor or to obtain the needed blood from relatives or friends are being made available in Baltimore through the American Red Cross Blood Transfusion Bureau directed by Dr. Charles C. W. Judd. Enrolling healthy volunteers between the ages of twenty-one and forty-five, the bureau aims to dispatch a suitable donor promptly in response to a request by a physician.

Venereal Disease—Big attraction at the Illinois State Fair was the offer of free blood tests for syphilis accepted by more than 4000 persons including farmers and city folk, family groups, courting couples, cowboy performers, barkers from the Midway, and practically every other type of human being likely to be found at a state fair. Popular interest in the war on venereal disease was further evidenced at the nine-day fair by the daily attendance ranging between 5000 and 10,000 at the exhibit on syphilis.

July, the first month of the enforcement of the law requiring premarital examination for syphilis, brought a 41 percent decrease in marriages in upstate New York from the same month last year. While another new law providing for an interval of seventy-two hours between application for license and marriage undoubtedly was a large factor in the falling off of marriages of non-residents, it would hardly affect those of residents, which show a decrease of 23 percent with the blood test law as the only apparent cause. In New York City where there was a corresponding drop in July marriages after a June boom, August statistics veered back to normal. Figures and charts indicate that lack of knowledge of the requirements of the law and the inconveniece entailed were the chief reasons for the July drop.

Population, the extent of venereal disease and the financial resources of the states were the bases of the federal allotments of funds under the venereal disease control act of 1938. The Virgin Islands received the smallest grant, $949, and New York State the largest, $193,-724. The smallest state allotment was Nevada's $2475. Second largest was Pennsylvania's $165,082; third, Illinois' $125,-299. These are for the fiscal year ending June 30, 1939.

Trailers and Health—The New York City Board of Health is taking special measures to protect the health of persons coming to the 1939 World's Fair in trailers. While ample parking space will be provided adjacent to the fairgrounds, trailers may not be used as living quarters while parked there. Private trailer camps in the city which are used for living purposes will be closely supervised by the health department, ensuring proper water supply, lighting, and sanitary conditions.

A new use for trailers is being developed as a project of the WPA and National Youth Administration. WPA workers and students are constructing "tubercular trailers," small, white, portable, one-room cottages, to be used by patients on hospital waiting lists and convalescents, or wherever temporary isolation quarters are needed. The cottages may be loaded onto trucks and transported to the very backyard of the patients. Most of the projects are sponsored by counties or by state health associations which supervise the distribution of the cottages and care of patients. Near Little Rock, Ark., a group of trailer-patients has formed a cooperative camp. A hundred such "trailers" are in use in that state.

Deaths and Births—For fifteen months the deathrate among policy holders of the Metropolitan Life Insurance Company has been dwindling. In July of this year the lowest rate ever recorded for any July was registered—seven deaths per thousand. Likewise the cumulative rate for the first seven months of 1938 was lower than any previously recorded for a similar period.

The lowest weekly deathrate in the records of the New York City Department of Health, 7.5 per 1000 of population, introduced the month of September. At the same time another city record crashed with the passing of the eighth

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successive week lacking a diphtheria death. This is attributed to the department's renewed immunization drive. [See *Survey Midmonthly*, September 1938, page 293.]

Over 15 percent of the Californians born in the last ten years are of Mexican parentage though the rate since 1928 has steadily decreased from over 16½ percent to less than 13 percent in 1937. Infant mortality rates among Mexicans are high, accounting for a third of all the infant deaths in California.

Cancer—The fight against cancer, second only to heart disease as a cause of death, has received consideration from only seven state legislatures—those of Connecticut, Georgia, Illinois, Missouri, Massachusetts, New Hampshire, New York. Although state interest in cancer dates back to the last century, legislative progress was slow until 1937 when three of the seven authorized their first cancer appropriations. The creation of the National Cancer Institute a year ago will, it is believed, stimulate further state legislation. In 1937 a total of $2,012,000 was appropriated by the states for cancer clinics, education, hospitalization and research to fight an enemy that destroys approximately sixteen lives an hour.

New York City plans an intensive cancer campaign for November. On the program is the award of the Clement Cleveland Medal to the person who has made the most valuable contribution to the educational work in cancer during the year, and a preview of the World's Fair Cancer Exhibit at the Museum of Science and Industry.

Grants—Allotments of the $8 million sum appropriated for the current fiscal year under the social security act for assisting public health services throughout the country give New York the lion's share of $537,843. Pennsylvania receives the next largest amount, $464,856, with Texas, Illinois, Ohio and North Carolina each coming in for well over $300,000. Wyoming squeezes in at the bottom of the list with $28,998.

Among the Hospitals

THE Federated Trades Council of Milwaukee is taking steps toward the establishment of a cooperative hospital to offset the existing hospital ban on the physicians of the Milwaukee Medical Center. [See Medical Rift in Milwaukee, by Andrew and Hannah Biemiller, *Survey Graphic*, August 1938.] The last hospital in Milwaukee to admit the physicians of the center recently notified them that the policy would be discontinued because of the American Medical Association's warning that the hospital's rating for interneship might be taken away.

The feasibility of establishing cooperative hospitals is being considered in Washington, D. C., Oklahoma City, Kansas City and in Clay County, Mo. Clay County has but one private hospital of forty beds to serve a population of more than 20,000.

A Hospital Interprets—A veritable clearing house for troubles, the social service department of a city hospital may have unique opportunities to show a community where its inadequacies lie. Medical social workers in the Louisville, Ky. City Hospital, harassed by the continual nag of patients' unmet needs, found themselves becoming frustrated and embittered by the situation. The result was discontent with their jobs and unsatisfactory relations with other social agencies.

When the department staff got together to talk it over, workers were surprised to discover that all their problem patients fell neatly into two groups: those known to social agencies but receiving inadequate relief; those for whose needs the community made no provision. Concentrating their attention on the latter group, staff members combined to produce an informal survey of cases. The results, when tabulated, pointed out the gaps in community resources which were behind the difficulties. The figures told, for example, how many patients were "waiting for old age assistance" or "found assistance inadequate," were employable but not eligible to WPA, had "income inadequate to maintain health," and how many persons in each household were affected.

After a series of illustrative case stories had been worked out to accompany the figures, the story was ready for telling. Needs of all the city's relief agencies were reflected in the acute troubles which reached the hospital as breakdowns due to inadequate food, preventive work blocked by lack of necessary relief funds, medical care wasted because the patient had no means of "carrying on" when discharged. The social service department found ready voices to tell its story. Newspapers, a public hearing, a citizen's committee of ministers, the League of Women Voters, the publicity committee of the American Association of Social Workers joined in the chorus.

"At a city hospital, clients from all agencies meet in the great cauldron of human illness," said Mathilda Mathisen, director of the department which made the survey. "The social worker there knows clients from all agencies and many who never have gone below the line of self-maintenance until sickness shoved them over. . . . On the other hand, these social workers must know the intake policies of the various social agencies in their city and must be able to use whatever resources are available. For that reason they are peculiarly fitted to see the gaps between relief-giving agencies and to collect data to show the amount of suffering brought on by these gaps. . . . It is obvious that such a study as this is only one of many types of studies that could be made both to help the community understand the hospital and the hospital the community."

A Decade—Another medical social service department to find itself concerned with inadequate relief is that of the Mt. Sinai Hospital in New York which recently issued a ten-year review (1927-1937) containing the statement: "A particularly noticeable factor is the increasing need of our patients for material relief," complicated by "delays in receipt of public relief funds, difficulty in proving eligibility, legal restrictions which prevent relief agencies from supplying certain necessary expenses." The report gives a lucid, if brief, explanation of the services rendered by a professional staff of thirty-five in the clinics and wards of the hospital, and should be prescribed for any skeptic who still wonders about the value of the medical social worker.

Getting Together—Cooperation between public library and hospital has expanded the services being offered to the patients of the Hospital for Joint Diseases in New York City. In a year, fourteen volunteers served a total of 530 hours distributing books to the wards and to semi-private patients, obtaining them not only from the hospital's library but also from the New York Public Library which sends a librarian to the hospital once a week to supply the patients with books of special interest.

Maternity Homes—Catholic maternity homes generally are larger than others according to a report of the U.S. Children's Bureau. During 1937 the average number of women under care in Catholic homes was 156 while the average for Salvation Army homes was 140, for Florence Crittenton homes ninety-two, and for all others sixty-three. Of the eighty-five maternity homes reporting to the bureau nineteen were Florence Crittenton homes, twenty-one were Salvation Army homes, seventeen were Catholic, and the remaining twenty-eight were under various auspices, religious denominations, non-sectarian boards, and public agencies.

Discontinued—Word from Washington refusing to sanction further the continued employment of relief workers in jobs that should be city-financed recently forced the withdrawal of 3289 WPA workers from assignments in twenty-six New York City municipal hospitals. These included physicians, nurses and orderlies, who during the past five years had become so ingrained in the work of the hospitals that Dr. S. S. Goldwater, commissioner of the Department of Hos-

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pitals, feared the department would be "seriously crippled."

During its operation the project sponsored 91,000 treatments in out-patient clinics, 155,000 physiotherapy treatments, 33,000 shaves and 4000 haircuts for bed patients, the compounding of 50,000 prescriptions, and the investigation of 150,000 cases to determine eligibility for free hospital service. All but the fifty-four workers who lacked relief status were promised jobs on other projects.

People and Things

NOVEMBER will bring a new executive director to the Social Security Board, Oscar M. Powell to succeed Frank Bane, resigned. Mr. Powell, a regional director of the board since its formation, a member of the American Bar Association, comes from San Antonio where he has held chairmanships of the Bexar County Relief Committee and of the Texas Regional Labor Board.

OSCAR M. POWELL

Mr. Bane's resignation came with the completion of his third year in what he terms "a strenuous and interesting job." During his service with the board, public assistance and unemployment compensation programs have been adopted by all the states and old age insurance began functioning on a national scale. Mr. Bane is to become executive director of the Council of State Governments, which has its headquarters at Chicago.

Working with Mr. Powell as the new assistant executive director of the Social Security Board will be Geoffrey May, formerly with the division of public assistance.

Nurses—After thirty-five years as director of the School of Nursing at the Presbyterian Hospital, Chicago, M. Helena McMillan has retired. . . . Appointed as director of nurses at the Allentown, Pa. Hospital, May L. Crouch leaves the Henrotin Hospital in Chicago where she has held a like position for the past two years. . . . If Chicago has lost a nurse educator it gains another in Mary Dunlap, now an instructor in public health nursing at the University of Chicago, formerly educational director of the Visiting Nurse Association, Omaha, Neb. . . . Wilkie Hughes, former superintendent of nurses at the Ball Memorial Hospital, Muncie, Ind., is now general secretary of the New Jersey State Nurses Association.

New Jobs for Old—The American Birth Control League, now stressing the social work approach in community organization, has added to its field staff Elinor B. Hixenbaugh, former case consultant of the Family Bureau in Columbus and executive director of the Ohio Welfare Conference, and also Martha Mumford, former field representative for the Florida State Employment Service. . . . Ruth Davis, former case worker in the Philadelphia Family Society, has been appointed field representative for the welfare department of the Association of Junior Leagues of America. . . . The Connie Maxwell Orphanage of Greenwood, S. C., has created the position of director of case work for Kate Bullock, former case worker in the social service department. . . . Frances Schmidt, previously with the Associated Charities of Cincinnati, has joined the staff of district secretaries of the Brooklyn Bureau of Charities. . . . Resigning as director of the Wisconsin State Bureau of Personnel, A. E. Gary has become civil service counsel for the American Federation of State, County and Municipal Employes. . . . Helene P. Gans, former agent for the Bureau of Labor Statistics of the U. S. Department of Labor succeeds Felice J. Louria as executive secretary of the Consumers' League of New York. Mrs. Louria now heads the New York State Department of Labor's bureau of enforcement of the division of women in industry and minimum wage.

Chest Folk—Community Chests and Councils, Inc. is preening itself these days—as well it might—on having enticed Ruth Lerrigo from the editorial staff of *Survey Midmonthly* and *Survey Graphic* to its own editorial department. Miss Lerrigo was a member of the *Survey* family for years, first as a field representative, later as assistant editor. At the CCC she succeeds Lisbeth Parrott who resigned in August on account of matrimony, but who, as Mrs. Henry B. Sanders of Chicago, has a hand in the campaign publicity of the Evanston Community Chest. . . . That chest has a new executive, Lyman S. Ford, for five years with the Kansas City, Kan. chest. Carl Warmington of the St. Paul chest has gone to Mr. Ford's former post. . . . Back in the community chest fold is John B. Dawson of New Haven who withdrew two years ago to take a flyer in business. Business was all right, says he, but he couldn't seem to put his heart in it. He has gone to Dayton as executive of the Bureau of Community Service succeeding Arch Mandel, now with the Greater New York Fund, Inc.

Educators—Resigning as chief of the home economics education service of the U. S. Office of Education, Florence Fallgatter has become head of the department of home economics education at Iowa State College. . . . To fulfill the two-fold job of assistant professor in the department of home economics and director of the nursery school in the Institute of Child Welfare, Dr. Catharine Landreth goes to the University of California. She was formerly director of the Cooperative Nursery of the University of Chicago. . . . Heading the newly established department of social work in the University of Kentucky's College of Arts and Sciences is Vivien M. Palmer, assistant professor of sociology. . . . At the invitation of the Carnegie Foundation comes a professor of economics in the University of Stockholm, Karl Gunnar Myrdal, to conduct a two-year study of the Negro problem in the U. S.

Fall Moving—Winthrop D. Lane resigned recently as secretary of the New Jersey Juvenile Delinquency Commission and at the same time resigned the post of director of probation in the State Department of Institutions and Agencies from which he has been on leave for the past two years while engaged in the work of the commission. . . . Lillian A. Quinn, who has been director of Joint Vocational Service since 1927, has resigned to become executive secretary of the Westchester County, N. Y. Council of Social Agencies. . . . Margaret Barnard, identified for several years with the New York Relief Administration, has by grace of civil service been appointed area director of the State Department of Social Welfare with headquarters in Binghamton. . . . Dr. Christopher L. Mengis, formerly director of the Franklin Parish health unit, Louisiana, has been appointed director of the new division for services to crippled children under a bureau of the State Board of Health. . . . Estelle Nesbitt is in charge of the newly established nutrition division of the bureau of maternal and child health of the Indiana State Board of Health. Miss Nesbitt has recently returned from China where for four years she was chief dietitian at Peiping Union Medical College. . . . Florence Taylor has resigned as assistant secretary of the American Association of Social Workers with which she has been identified since 1927. Newcomer on the AASW staff is Elizabeth Parker Mills, erstwhile case worker with the New York COS.

Deaths

I. MALINDE HAVEY, for a number of years national director of public health nursing and home hygiene for the American Red Cross, in Boston early in September. Burial took place with national honors in Arlington Cemetery, Washington.

DR. LEROY W. HUBBARD, surgeon-general of the Warm Springs Foundation, Georgia until 1931 and later director of its extension work. Dr. Hubbard formerly was connected with the New York State Department of Health.

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Readers Write

. . . and never will be."

To the Editor: I hereby voice my objection to the article, Marriage Insured Against Syphilis by Edward A. Macy. [See *Survey Midmonthly,* August 1938].

I object for one reason: It is a lie out of whole cloth. Marriage is *not* and *never will be* insured against syphilis because:

First: Nothing in this world will prevent a man and woman from having sexual relations before they are married and therefore *without* the blood test—if they so desire.

Second: Nothing under the blue vault of heaven will prevent a man who is certified free from syphilis at the altar from going out a month later and contracting it from someone who has it and infecting his wife.

How anyone can be so childish as not to know these two simple facts is beyond my comprehension.

Jackson, Mich. Anne Smith

Professional Objectives

To the Editor: I was much disturbed to find that the leading article in the August number of *Survey Midmonthly* [Security in Social Work by John A. Fitch] confirms views which occasionally are made public to the effect that social workers are chiefly interested to have public relief and organized social security extended because their positions and personal incomes are thereby made more secure. Mr. Fitch states as the first kind of security in which a social worker is interested is that for himself and his dependents. I believe that such views are unfair to social workers and very damaging to the whole social work movement to which *Survey Midmonthly* has heretofore made a notable contribution. It may quite well be that the conditions and spirit of social work in New York are quite different from those elsewhere.

Since retiring from the University of Chicago, I have had two young social workers as members of my household. As with added experience and training they have moved on to positions of greater responsibility and influence, my household has frequently changed and I have had a chance to know well about fifty such social workers. Without an exception they have taken as their objective, success in removing their clients from the public relief rolls, in restoring health, in finding employment, in caring for the feeble and neglected, and in doing such effective work in lessening distress that the community's financial load will be lightened. I believe with them that they are more likely to win the economic security for which Mr. Fitch pleads by doing efficient work than by seeking economic security and letting efficiency trail. I believe it is the only way by which public financial support and sympathy can be secured.

I find, too, that they greatly prefer to be classed as belonging to a profession rather than to a trade, a view which I had supposed *Survey Midmonthly* also held. Alliance with the trade union movement will, I fear, greatly lessen the esteem and good will of the public. There are many much better ways of advancing the welfare of social workers. I believe that some of the forces now at work may result in a debacle like that pending in the American Medical Association, and that it behooves the wiser, more socially and forward-minded workers in the profession to oppose these forces with the utmost vigor and to devise new and effective and reputable methods of counteracting the evils Mr. Fitch sees.

In making this comment, I must add that I believe thoroughly in economic security for social workers even though I am convinced that the majority do not make it their first objective. I must add, too, my hope that I shall not lose faith in *Survey Midmonthly,* the opportunity of which seems greater than ever at this critical time in our social history.

Chicago Marion Talbot

To the Editor: I do not hold the views attributed to me in Miss Talbot's letter, and it is incomprehensible to me that anyone could so interpret what I wrote. I agree with what she says about the high ideals of social workers. Her statement holds good for members of the profession everywhere, as I know them. When I put economic security first in my article I did so for reasons of literary construction only. Two other objectives were mentioned in the article, and I wonder if Miss Talbot overlooked them. These were professional security, which includes all the ideals to which she refers, and social security, a term which I used to include tolerance, free discussion, free press, freedom of assembly—democracy. I put this last in my discussion but if I were to rate its importance I should put it first, for two reasons: because without it no social work, under however exalted ideals, has any substantial or enduring basis; and because it is now the object of assault in many parts of the world including some areas of our own country.

I differ with Miss Talbot at two points: her assertion that efficiency alone will bring economic security; and her suggestion that it is not quite reputable for social workers to associate with trade unionists. The former is contradicted by the figures published in my article. As to the latter, it seems to me that class conscious aloofness from the struggles of organized labor is much more likely to prove a menace to high ideals in social work than is the newly acquired consciousness on the part of social workers that the maxim, "the laborer is worthy of his hire," applies also to themselves.

New York John A. Fitch

Approach to Living

To the Editor: The symposium, Dear Billy Cogswell, in the *Survey Midmonthly* of April was very interesting to me. For about eighteen months I have been experimenting with an educational approach to constructive living for boys at the difficult late 'teen age who usually are not greatly concerned about such things. The experimentation group of the North End Union is called the "SEE"-Men's Association. The method of approach and practice has grown from a single simple plan and purpose to embrace a maze of apparently efficacious means of attaining the goals of clear understanding and conscious practice of right living. Today, that organization of approximately fifty older boys, dedicated to the search for truth and intelligent understanding, looks back on a short past in which predominates a pronounced contrast between the rewards of social and anti-social living. Ahead lie educational possibilities which, worked out on the basis of interest and wished-for guidance, should lead to new qualities in the community leaders and voters of the future. By means of self-government, by committee studies and explorations into recreation, neighborhood conditions, law, safety and civics, individuals come to close grips with actualities of the world of mature adulthood. Outstanding persons in the fields of social relationships make valuable contributions to the education of the group by lecturing, encouraging frank discussions and answering questions.

The program content and methods of procedure reside in large part with the boys. The organization is set up as democratically as possible with the usual complement of officers, and is subdivided in active working committees with a volunteer college student as adviser or consultant. The committees, which meet weekly, include neighborhood conditions, law and police, safety, and recreation.

Accompanying the educational part of the program is an equally necessary recreational emphasis, important as a popularizing factor with the boys.

Although no criteria for the education of youth along the lines of crime prevention have evolved from this process, I do feel that experimentation in itself signifies progress. Frank L. Havey

Director Boys' Work
North End Union, Boston

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Book Reviews

Labor on Two Fronts

THE RIGHT TO WORK, by Nels Anderson, 152 pp.

LABOR'S NEW MILLIONS, by Mary Heaton Vorse, 312 pp. Modern Age Books. Price 50 cents each postpaid of *Survey Midmonthly*.

IN The Right To Work, the director of the section on labor relations of the WPA gives a clear, common sense defense of the policy of public work relief as undertaken by the federal government. The author takes the position that the usual operation of the economic system results in throwing a number of people out of employment through no fault of their own. Some of them may be reabsorbed by private industry; others, because of age or other circumstances, will be on the marginal side of the labor market permanently. Private enterprise will not hire them and under a profit-making economy cannot be expected to do so. Therefore, the assumption by government of the task of salvaging labor which otherwise would remain idle appears to be a wise and necessary procedure. As to the cost, the author says: "Set the cost of relief or work relief against the cost of an equal number of man-years of idleness, and the verdict must be in favor of the work."

Mr. Anderson writes with an eye to the problems of evolving a policy and administering a program. There is little of the "politics of relief," but one of the most realistic sections, Work Relief and Pressure Groups, indicates some of the processes at work behind the headlines. The volume contains a number of photographs showing the variety of projects undertaken with relief labor.

Mrs. Vorse might be called the dean of labor reporters. For twenty-five years she has exhibited a rare facility for being at the right place at the right time to get a story. She writes with vigor and enthusiasm, tinged with a strong sympathy for the struggles of the laboring man. Therefore, her reporting in Labor's New Millions of stirring chapters in labor's recent history makes excellent reading. Most of the volume is concerned with the rise of the CIO. The story of the strikes and organization campaigns in rubber, steel, autos and textiles is dramatically told. New techniques of employers such as back-to-work-movements and some of the revelations of the La Follette Committee are elaborated. The final chapters are entitled Labor in Politics and What Labor Wants.

This author is an optimist who constantly reveals her fervent belief in the destiny of the organization of the masses. At times her faith leads her into short cuts in analysis. The material she deals with here is vivid and dramatic, but since the book covers a wide range of subject matter and is essentially a "reporting" job, those wishing to get at the bottom of trends in the labor movement would do well to supplement it with more analytical material.

Incidentally, it should never be out of order to express gratitude to Modern Age books for giving us books of this type at low prices.

LOIS MACDONALD
New York University

Against Calamity

SAFETY FIRST AND LAST—IT CAN HAPPEN TO YOU! by Charles E. Dull. Holt. 241 pp. Price $1.75 postpaid of *Survey Midmonthly*.

WRITTEN by a supervisor of sciences for junior and senior highschools, this book "is intended primarily as a text for safety classes in highschools" and also to be "useful to many older persons." After introductory chapters on the general importance and nature of the accident problem, more than half of the book is devoted to highway hazards, the mechanics and the operation of automobiles, and many practical things that drivers should and should not do. Final chapters take up fire prevention, safety at home, in the factory, on the farm, in school and at play. A useful glossary and bibliography are included.

The style is interesting and readable and the technical information, with a few possible exceptions, is accurate. Some of the information included, such as how highways are built and the internal mechanism of automobiles, may be regarded as unnecessary in a safety textbook.

SIDNEY J. WILLIAMS
National Safety Council, Chicago

Challenge to Educators

EMOTION AND THE EDUCATIVE PROCESS. A REPORT OF THE COMMITTEE ON THE RELATION OF EMOTION TO THE EDUCATIVE PROCESS, by Daniel Alfred Prescott, Ed.D. American Council on Education. 323 pp. Price $1.50 postpaid of *Survey Midmonthly*.

THE committee reports on exploratory study and tentative conclusions. In essence, this carefully prepared document emphasizes the need for a better understanding of the inner meaning of personal relationships. It stresses the significance of making greater use of mental hygiene criteria, insofar as they are available, for evaluating personnel, school organization and administration and the training of teachers in normal schools.

Holding "professional training as the keystone in the arch of hygienic education" the committee makes wise recommendations concerning preparation for teaching. Although and *because* the committee recognizes that complete, generally accepted data concerning problems involving mental hygiene are by no means numerous, it is conceded that the pattern of emotional behavior has definite effects upon the objectives of education and presents numerous challenges to educators who desire to put before the children helpful living experiences.

The report urges continuous experimentation and investigation in order to determine the practical difficulties that exist in establishing proper educational emotional situations in the formal training of children. There is full recognition that clinical psychiatry, in and of itself, is not able to solve the problems which are regarded as fundamental by educators. Furthermore, it is admitted that educators themselves are *in no position* to convince the public of the scientific reliability or necessity of mental hygiene procedures. While the trend of the report is liberal, a conservative note is sounded in the statement that data are not at hand to defend the experimentation "that will be necessary to find out how to carry a valid character education in a changing social order."

New York IRA S. WILE, M.D.

Prices in the Making

PRICE AND PRICE POLICIES, by Walton Hamilton and associates. McGraw-Hill. 565 pp. Price $4 postpaid of *Survey Midmonthly*.

ECONOMISTS are at last yielding to the long evident need for realistic discussion of the process by which prices are made in industry. In this volume Walton Hamilton and a number of associates examine the automobile, automobile tire, gasoline, cottonseed, women's dress, whiskey and milk industries in terms of the influences playing upon the prices they charge. Although theories of prices and value have been the heart of economic theory, this volume is no dull elaboration of past theories. It treats the work of the earlier as well as a number of contemporary economists with a scorn that is only partly deserved. It approaches every industry as a complex and changing organism to be observed with care and understanding. Prices are the focus of interest because they are "the best available symbol through which industry may be approached and its performance assessed." It emphasizes the restrictions placed upon the play of reason by trade usages and tradition. The process of price making is dramatized against a colorful setting, well illuminated.

Those who are caught up in the growing interest in consumer problems and the activities of organizations concerned with these problems should turn to this volume for aid, though it offers no quick and easy recipes for the regulation of industry. They may even find their hearts softened by the humanization of the pricing process and be discouraged by the reiteration of the complication of the problem. But at least they can obtain a better

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understanding, and their reading will not be dull. The picture of industry in motion will come to them often in suggestive and illuminating phrases. However, the writers are too inclined to leave generalization and broader interpretation to become explicit in the mind of the reader. In the effort to bring a new concreteness into the study of price making, they have laid bare the generality amounting to vagueness in much that has been written about prices, but they have not given a newer and more real general picture. As Mr. Hamilton himself remarks, the book is but a prologue to the study of industry.

ARTHUR ROBERT BURNS
Columbia University

Own Stories

SEVEN SHIFTS, edited by Jack Common. Dutton. 271 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THIS is a good book for anyone interested in what seven English workers in seven occupations think about their work. Aside from differences in vocabulary, they think about like American workers. Mr. Common has done an uncommon and worthwhile editing job. There is no literary strutting. The seven men write simply and eloquently about work or the lack of it. The absence of women writers is no accident. A book by women about women and their work is promised later.

I was most impressed with the chapter written by a plasterer, and most depressed by the story of the unemployed man. The book as a whole brings out the workers' profound liking for their work, and their feeling of insecurity against unemployment. There is no crying out against hard work, only against people who make hard working conditions. All seven writers are manual laborers. The white collar man and the farmer are missing, but if included, they probably would have written in much the same vein as the steel worker, smelterman, gas worker, curbstone peddler and railroad man.

NELS ANDERSON
Washington, D. C.

Premises of Business

BUSINESS AND MODERN SOCIETY, edited by Malcolm P. McNair and Howard T. Lewis. Harvard University Press. 410 pp. Price $5 postpaid of *Survey Midmonthly*.

THIS collection of fourteen papers by members of the faculty of the Harvard Business School is offered as "a more or less random sample . . . of the thinking and interests" of the several authors. No effort is made at consistent development or coherence of view. But the editors are correct in observing that there is a certain basic and implied unity "in the form of certain concepts of the task of business leadership." Indeed, the less technical and more philosophical papers of Dean Dunham, Professors Roethlisberger, Isaacs and Slichter attain a high level of insight and forward-looking grasp, while the more specialized discussions of the rest naturally vary in the extent to which they rise above the purely methodological.

The premises of the social responsibility of business and of the permanent need for high management talent and skill are moderately well in mind throughout. But they are seen almost exclusively as operating within the framework of capitalistic relationships. If one may fairly criticize such a work for not doing what it did not intend to do, one may say that the outlook tends to be too static despite the note struck as to "progress" in the first essay.

The book is, in fact, all too indicative of a certain complacence and acceptance of the status quo as inevitably projecting into the future—a characteristic of even the best of our colleges of business administration.

At a time, however, when throughout the world wherever the institutions of large scale capital operate directly or indirectly, economic institutions are being subjected to the heaviest strain they have known since the industrial revolution, one ventures to think that essays conveying the total impact which these do, are a little bland. The hackneyed phrase that "business is business" was never less a

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AUTUMN BOOKS

The December issue of SURVEY GRAPHIC will include a special section devoted to authoritative reviews of the season's new books—principally those concerned with social problems and public affairs.

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The revised edition of Gordon Hamilton's *Social Case Recording* is ready. The price is $2.50. It is published by Columbia University Press, Box C-129, 2960 Broadway, New York.

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fact than today. And to teach business as business only (even with the qualifications stated) is to mislead rather than to lead.

This volume pleads for a new business leadership. But it does less than it should to articulate the philosophy underlying that leadership as it looks ahead. A subsequent volume collating a more organized body of exploration on the relation of business to modern society is suggested by the present reviewer as a contribution which the same group of students might presently make to the clarifying of contemporary thought on the theme in hand. It is possible that had the editors conceived their task as one of more than random sampling, a more impressive volume would have resulted.

New York ORDWAY TEAD

Power to Plan

THE MASTER PLAN, by Edward M. Bassett. Russell Sage Foundation. 151 pp. Price $2 postpaid of *Survey Midmonthly*.

AS the author points out, planning with the help of a master plan—described as "an easily changed instrument which will show a planning commission from day to day the progress it has made"—will serve to avoid duplication and rebuilding, resulting in a more livable community to say nothing of saving millions of dollars. The first third of the book is devoted to an analysis of community land planning—more commonly called city planning—with the remainder given over to a discussion of the master plan, its need, purpose, and essential elements. The master plan for all practical purposes at the moment is a device applicable only to those states in the country where enabling legislation has been passed; hence perhaps even more important than theoretical discussion are the sections based on the experience in several states where municipalities have taken advantage of the power conferred on them.

With the increasing realization by governmental units—whether towns, villages, cities, counties or states—of the need for coordinating improvements compared with the land, this volume is especially timely.

LOULA D. LASKER

Tale of Tailors

TOMORROW'S BREAD, by Beatrice Bisno. Liveright. 327 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THIS book, which won the Edwin Wolf award for the best novel of Jewish interest, gives a vivid account of industrial struggle centered in the life of a young Jewish tailor in the Chicago Ghetto. Sam Karenski, his family, their relatives, and the men and women who with him are fighting for existence in the sweatshops, become real people to the reader. It is a moving story, that of the tailors in and out of their shops, their patient, persistent, but almost hopeless efforts, as they trudge the streets with bundles of half-made clothing, to secure a few cents more for their stitching. With the organization of the union, a little brighter prospect was in sight. The story of the union, through which Sam Karenski finds his own philosophy of labor and of life, is interesting from the historical standpoint and also as a human narrative.

Somehow there is a lack of warmth in the development of the story, almost as though the author were sketching the scenario for a motion picture, rather than weaving together human emotions, attitudes and actions into a complete satisfying whole. Too often the author stops to comment as a detached observer on the changing philosophy of Sam and his development as a labor leader, which tends to destroy the sense of reality created by the excellent dialogue. Yet this reviewer finished the book with appreciation that the story of the garment workers' struggle had been told and told so convincingly, as a chapter of industrial and labor history. Such a human record, with all its implications for the modern labor movement, is too often lost in the narrative of United States history.

Washington, D. C. HILDA W. SMITH

Answer to Inadequacy

THE COST OF ADEQUATE MEDICAL CARE, by Samuel Bradbury, M.D. University of Chicago Press. 86 pp. Price $1 postpaid of *Survey Midmonthly*.

REPEATED investigations have confirmed the fact that millions of the American people are receiving entirely inadequate medical care. Studies by Roger I. Lee, M.D., and Lewis Webster Jones, Ph.D., have aimed to determine what is adequate medical care, how much and what kind of medical care the people should receive in view of the advances and facilities of modern medicine in the diagnosis and treatment of disease. But what would or should such medical care cost?

This is the theme of Dr. Bradbury's little volume. Combining the data of the Lee-Jones report with a typical table of charges and fees for all types of medical care, the author arrives at estimates of $75 per capita or about $300 per family as the cost of complete and adequate annual medical service.

But $300 is rather steep for the average American family income, especially for the underprivileged and unemployed. It is difficult to see how adequate medical care at that price can ever be available to all. This estimate of cost would also explain the present inadequacy. The answer to the puzzle is furnished by the author himself, for his estimates are based on typical medical fees and charges as they obtain in private practice and hospitalization. Medical care for all is therefore, the author concludes, out of the question on the basis of the present private practice of medicine. Perhaps the solution is to be sought in some other method—perhaps in socialized medicine. Studies, experiments and experiences of another sort would seem to indicate this. But, then, that is not Dr. Bradbury's subject.

Much information is compressed in this small book, and the analyses of the statistical data, tables and appendices dealing with the costs of diseases per case, per individual and per family, make the volume a very valuable one.

Brooklyn, N. Y. JOSEPH SLAVIT, M.D.

High Pressure Debunking

THE BETRAYAL OF INTELLIGENCE, by Joseph Jastrow. Greenberg. 170 pp. Price $1.50 postpaid of *Survey Midmonthly*.

IT is probably inevitable that what Mr. Jastrow calls "high-pressure advertising" in the field of mental hygiene should be followed by equally high-pressure rebuttal. His attack on books concerning the cure of certain ills of personality which give pages of advice as to how to live our lives happily and effectively is so full of invective and scornful characterization that one hesitates to accept it as objective criticism. He speaks of "books which dispense cheer-truth and near-truth but never mere truth," and is so handy with equally arresting phrases and neat slogans that, perhaps too readily, the reader may class his volume with those he is set to "debunk."

There certainly is need to urge reflection and the use of logic; the human race seems more than usually needy in this regard. It is a question whether heated discussion is apt to result in the acquisition of calm consideration. The author's arguments, however valid, seem to this reviewer fairly heated. James Thurber in his laugh-producing Let Your Mind Alone has found the better way. And if one would be serious, the study of what growing-up should and sometimes does mean is a constructive and positive attack on the same conditions. Is it not time to deal with positives rather than negatives, with adjustment rather than maladjustment, with adulthood rather than infantilisms, by means of persuasion and exposition rather than assertion and contradiction? ELEANOR HOPE JOHNSON

Hartford, Conn.

A Prison Doctor Speaks

THE BIG HOUSE OF MYSTERY, by Patrick H. Weeks, M.D. Dorrance. 259 pp. Price $2 postpaid of *Survey Midmonthly*.

IN a manner appealing to those who like effortless entertainment, Dr. Weeks recounts his experiences of eighteen years as physician at the Indiana State Prison with numerous "case studies"—so many, in fact, that they become a little monotonous.

Although he is warned in the preface that "this book is not intended as a scientific treatise on the subject of crime," the lay reader is apt to be disappointed

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when he finds that nowhere does the author attempt to relieve his craving for knowledge of crime motivation. To anyone professionally concerned with the varied and complex problems of penal institution administration, some of the author's statements are open to discussion. For example, he alludes to "flourishing" prison industries. It is hard to agree that industries within state prison walls are "flourishing" when it is known that well over half of all prison inmates today are in absolute idleness.

Dr. Weeks also mentions his institution's high purpose of "remoulding human beings so that they will have the determination, the energy, to seek a fresh start on the outside." Newspaper accounts of the number of escapes from the Indiana State Prison within the last five years might lead to a misunderstanding as to just what kind of a fresh start his statement refers. Overcrowded as it is, the Indiana prison of which Dr. Weeks writes has a Herculean task in instilling wholesome influences.

True Crime Stories, the heading of one of Dr. Weeks' chapters, might be used as the title for the whole book. There is nothing here to add to our knowledge of the formidable and practical problems of dealing with prisoners.

E. R. Cass
The American Prison Association

What Is It?

MODERN MONEY, by Myra Curtis and Hugh Townshend. Harcourt, Brace. 291 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THE object of this American edition of a book by two English followers of J. M. Keynes is to describe, simply and in outline, how a modern monetary system works. The purpose is laudable. Monetary affairs present an extraordinary maze to most people, perhaps never more so than at present when there have been so many breaks with past traditions, so many innovations.

The performance, as contrasted with the purpose, leaves a good deal to be desired. While Modern Money has many lucid paragraphs and pages, it does not maintain a uniformly high standard of simple exposition. The treatment of multiple bank credit expansion—always a difficult hurdle—is particularly confusing. No clear distinction is made between the money of old and modern money, and we are left without a clear idea as to what we may expect of 1938 money that we could not expect of, say, the 1929 model. Unneeded digressions and weaknesses of logic mar the book in many places, and misstatements of fact regarding American developments betray an unfamiliarity with events on this side of the water.

To some extent the book bears the appearance of haste in preparation. But more fundamentally than that, it seems to this reviewer to be impaired on the one hand by the immaturity of the Keynesian

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monetary philosophy, and on the other hand by the authors' failure to recognize the experimental character of many recent innovations. Symbolical of the unfinished state of the modern monetary edifice is the missing capstone to the authors' description of what present-day money is. Money—say a Bank of England note—is now "merely a promise to pay," no longer a claim upon gold. But if money is a promise to pay, it would seem vital to provide an intelligible account of *what* it is a promise to pay. The book does not give it.

New York NORRIS O. JOHNSON

Patience Plus

COURAGE, by Mary Lindsey. Dutton. 176 pp. Price $2 postpaid of *Survey Midmonthly*.

SO little is written about the handicapped that a new book on the subject should be eagerly welcomed. This latest contribution is a mother's story of her experiences with her daughter who, from babyhood, was seriously handicapped by an orthopedic disability. It gives a not unusual history of consultation with one doctor, clinic and hospital after another, a realization of the present limitations of medical science and achievement of a life of satisfaction in spite of handicap.

Family means, which made possible a resort to practically every known medical aid, climate and manner of living, were of no avail in preventing long periods of pain and illness for this girl. The mother, who assumed full responsibility for the girl's physical care and training, showed vision and courage enough to plan for her daughter's education and future, and to help her in attaining self-reliance. Eventually the girl was able to enter college and look forward to a career. The mother tells frankly of her own despair, her resentment against other children who were well and strong and the difficulties she faced in accepting the situation.

The story is told simply. At points, details of the family's doings become somewhat tedious but they help to emphasize the crippled girl's participation in the life around her. The book illustrates the part that patience, understanding and resourcefulness can play in the adjustment of a handicapped child to normal recreation, education and usefulness.

New York LOUISE C. ODENCRANTZ

Flank Attack

LABOR CZARS, A HISTORY OF LABOR RACKETEERING, by Harold Seidman. Liveright. 317 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THIS book is not primarily the study of labor racketeering its title page indicates, but a flank attack on the American Federation of Labor. Mr. Seidman's thesis is that corruption among trade union officials is due to the nature of the AF of L and its leadership. He implies that industrial unionism would destroy dictatorship and presumably corruption, and that the hope for a revived labor movement is to be found in a labor party and industrial union set-up supported by the rank-and-file.

Like most liberals, Mr. Seidman greatly overestimates the nobility of the objectives and interests of the rank-and-file, while underestimating the difficulties of trade union management. This does not mean that the CIO is not a necessary and desirable type of organization, but only that neither the officers of the CIO nor the form of organization will have much to do with the amount and nature of labor racketeering.

Until the CIO appeared in 1935, there was so little permanent organization outside the AF of L that nearly all labor racketeering was of necessity among AF of L unions. Perhaps the AF of L cannot clean its own house; but it is yet to be proved that without dictatorship the CIO can maintain order among the rank-and-file in previously unorganized industries. A great deal, of course, of what Mr. Seidman says about the AF of L is true, perhaps most of it, but he offers no evidence to show that an industrial organization under Lewis will be less dictatorial or even less corrupt than most AF of L unions.

Wesleyan University NORMAN J. WARE

Stimulant to Disagreement

THE DAY NURSERY, by Ethel S. Beer. Dutton. 215 pp. Price $1.60 postpaid of *Survey Midmonthly*.

THIS author is that rare phenomenon, a board member who gives full time to one organization, in work and in related courses of study. Since that organization works with children and their families, the courses have been varied, as shown by the chapters on the day nursery and education, psychiatry, medicine, dental hygiene, and social service. Other subjects discussed are the nursery school in the day nursery, staff, volunteers, finances, the board.

Having long been associated with the one type of organization, Miss Beer can give clearly the history and changing emphasis in the purpose of the day nursery —though except in rare cases her enthusiasm for close attention to activities for nursery children after they have graduated into school is hard to share. The nursery should be a substitute for the parent or parents only when absolutely necessary. The nursery child graduates into school as other children and sometimes has to return to a nursery after school hours until called for by his working mother; but such a situation is not ideal and the nursery should not expect, even if it could, to take the place of settlement houses or other community recreational facilities for older children. Miss Beer's suggestions for follow-up of nursery children, in order to count results, are helpful; but this follow-up should not tie the children to the nursery.

In spite of the many subjects covered there are no chapters on intake and the methods for arriving at decisions on admissions, nor on the recognition of a nursery child's ceasing to be a nursery child. Intake is mentioned briefly but not with the importance it warrants.

Since there is comparatively little published material on the day nursery, this book should be welcome if only for stimulating disagreement. It is not the answer for those who hope for a satisfying textbook on day nurseries, but if it evokes fresh material in the field no one, surely, will be more delighted than the author. If only all board members were as interested in their job!

New York MILDRED SAWYER

Useful Facts

URBAN SOCIOLOGY, by E. E. Muntz. Macmillan. 742 pp. Price $3.75 postpaid of *Survey Midmonthly*.

THE book is a useful compendium of information about some aspects of urban communities, particularly housing, public health (including hospitals, sanitation, water supply, housecleaning, accidents), education and recreational facilities. The information is purely descriptive and fairly elementary. There is little else, except a few pages devoted to the history of cities and their location. No attempt is made to transcend a purely "clerical" task. There certainly is no sociology of urban centers included. For this reason the title of the book is a misnomer.

Harvard University PITIRIM A. SOROKIN

Bitter Fruit

THE FAMILY AND THE DEPRESSION, by Ruth Shonle Cavan and Katherine Howland Ranck. University of Chicago Press. 208 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THIS "before and after" picture of how a hundred Chicago families weathered the depression is well drawn. The illustrative cases used are models of condensed and relevant material and the quotations from clients add life and color to the book. In the case material the effects of worry, discouragement, family tensions, neglected health and delayed dental care are shown; as are the effects of moving from place to place in search of cheaper and yet cheaper quarters; and the loss of status felt when the first application for relief is made.

Modes of adjustment to the depression varied. Some families modified their activities by resigning from clubs, or giving up college plans; in others the son or daughter became the chief wage earner, or the family accepted relief. Some families attempted an escape from their situation by excessive borrowing, by such psychological mechanisms as day dreaming and living in the past. There were a few cases of suicide.

While the general attitude towards the depression was one of docile acceptance, explanations of it differed. To some it

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was an inevitable catastrophe. Others saw in it religious or moralistic implications. To many it was the fault of the "bankers," the "capitalists" or the "rich"; to others of "dirty politics" or "the war."

The public welfare agency's part in effecting family adjustments was frequently apparent. However, it was upon this agency that many families heaped the blame for all their fear and deprivation. Its shortcomings were viewed not as defects in a system but as personal affronts. Work relief and CCC camps, however, were generally approved.

The young people's tale was pathetic—no telephones, no money for carfare, club dues, clothes or dates. What wages they had were given in the main to their families. The boys either remained at home, discouraged and bitter, or joined the ranks of transients, hitch-hiking across the country. Dissatisfied girls stayed at home with restricted social contacts, thwarted educational ambitions and delayed marriages.

The findings of this carefully planned and executed work, although fairly obvious, are undeniable and should serve as groundwork for future studies.

CLARA PAUL PAIGE
Director of Family Service
Chicago Relief Administration

Run of the Shelves

CHINA FIGHTS BACK: AN AMERICAN WOMAN WITH THE EIGHTH ROUTE ARMY, by Agnes Smedley. Vanguard. 282 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THIS is the stirring diary of an American newspaper woman who between August 1937 and January 1938 shared the triumphs, the disappointments, the faith and the hardships of her "beloved brothers and comrades" in China's "Red Army."

LABOR'S PROGRESS AND SOME BASIC LABOR PROBLEMS, by Harry A. Millis and Royal E. Montgomery. McGraw-Hill. 584 pp. Price $3.75 postpaid of *Survey Midmonthly*.

THIS book is the first of three volumes on the subject of labor, and also the first of a new series of publications on business and economics which will emphasize "the changing relationship between government and business." The second volume will be on Labor's Risks and Social Insurance, the third on Organized Labor.

WERE WE GUINEA PIGS? by the Class of 1938, University Highschool, Ohio State University. Holt. 303 pp. Price $2 postpaid of *Survey Midmonthly*.

FIFTY-FIVE young people here collaborate in describing their six-year experience, from the seventh through the twelfth grade, in a progressive school. The school had a flexible program, developed cooperatively by pupils and teachers, with a wide range of choice in subjects, materials and methods of study. There were no examinations in the generally accepted sense, and no marks. A good time seems to have been had by all, and the young authors express general satisfaction with the plan and product of the program.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Charity Organization, Consumer Credit Studies, Delinquency and Penology, Industrial Studies, Library, Recreation, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

THE PAMPHLET SHELF

Case Work

FAMILY SELECTION ON A FEDERAL RECLAMATION PROJECT, by Marie Jasny. Social Research Report No. 5. Prepared through the cooperation of the Farm Security Administration, the Bureau of Agricultural Economics and the U. S. Department of Agriculture. From the department, Washington, D. C.

The procedure by which 146 families were selected for settlement on a California irrigation project in 1927, and the reasons for instability and for success or failure of the colonists who still remain.

INTRODUCTORY COURSE IN CASE WORK. American National Red Cross, Washington, D. C.

A 1938 edition of the manual used as a study text by Red Cross chapters, particularly for training volunteer workers.

THE RELATIONSHIP BETWEEN CASE WORK AND GROUP WORK IN THE INTERESTS OF INDIVIDUALS, by Margaret Svendsen. Presented at the Minnesota State Conference of Social Work. Price 15 cents from the Emanuel Cohen Center, 909 Elwood Avenue North, Minneapolis, Minn.

Crime

CULTURE CONFLICT AND CRIME, by Thorsten Sellin. 116 pp. A report of the subcommittee on delinquency of the Committee on Personality and Culture, Social Science Research Council. Price $1 from the council, 230 Park Avenue, New York.

A scientific treatise on the etiology of abnormal conduct, contemplating the role of culture conflicts in the motivation of crime.

WOMEN AND GIRL OFFENDERS IN MASSACHUSETTS, by Herbert C. Parsons and Beatrice S. Stone. 48 pp. A report of a committee formed by Mrs. Robert F. Herrick. Price 35 cents from the Massachusetts Child Council, Inc., 41 Mount Vernon Street, Boston.

After three years of study and discussion, Mrs. Herrick's committee presents this interpretation of the problems presented in Five Hundred Delinquent Women by Sheldon and Eleanor T. Glueck, with specific recommendations for change in penal procedures.

Health

TWENTY YEARS OF STERILIZATION IN CALIFORNIA, by Paul Popenoe and E. S. Gosney. Human Betterment Foundation. Price 25 cents from the foundation, Pasadena, Calif.

The story of California's comparatively long experience with eugenic sterilization.

DIPHTHERIA MORTALITY AND MORBIDITY IN PITTSBURGH, by Mildred Stahl Fletcher. Bureau of Social Research, Federation of Social Agencies of Pittsburgh and Allegheny County, Pittsburgh, Pa. Price 25 cents from the federation.

A study of diphtheria in Pittsburgh, apropos of the immunization campaign against that disease now being carried on by the Pittsburgh Bureau of Child Welfare.

SOCIAL SERVICES AND VENEREAL DISEASE: Inquiry into Measures of Rehabilitation of Prostitutes. League of Nations Publication, 1938, IV, 1. Price 30 cents from International Documents Service, Columbia University Press, 2960 Broadway, New York.

A study and discussion of the use of the social services in combination with treatment at venereal disease clinics.

CITIZENS COMMITTEE FOR PLANNED PARENTHOOD. The American Birth Control League, 576 Fifth Avenue, New York.

A question and answer booklet on the aims and methods of this recently formed special committee.

THE DIAGNOSIS OF SYPHILIS BY THE GENERAL PRACTITIONER, by Joseph Earl Moore, M.D. Supplement No. 5. U. S. Public Health Service, Washington, D. C.

A helpful booklet on diagnosis for the use of the physician.

NURSING EDUCATION IN MINNESOTA, report prepared by Louise Muller for the Minnesota State Board of Education, St. Paul, Minn.

A thorough study of the educational facilities available to nurses in Minnesota, particularizing for one state some needs and problems evident in many parts of the country.

PROGRAM FOR LOCAL TUBERCULOSIS ASSOCIATIONS. Prepared by Murray A. Auerbach for National Conference of Tuberculosis Secretaries, from state tuberculosis associations.

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TUBERCULOSIS CLINIC MANUAL, by Herbert R. Edwards, M.D. 57 pp. Price 50 cents from the National Tuberculosis Association, 50 West 50 Street, New York.

A report of the association's committee on clinic standards outlining modern procedures and practices.

COUGHS AND COLDS, adapted from Consumers Union reports. Price 5 cents from Consumers Union of United States, Inc., 55 Vandam Street, New York.

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Welfare Administration

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A list of publications concerning personnel problems and standards in public and private agencies.

THE DEVELOPMENT OF THE MONTANA POOR LAW, by Fredric R. Veeder. 131 pp. University of Chicago Press, Chicago. Price $1.

A history of public aid in a state suddenly turned about from facing unlimited opportunities and resources to wasteland and vast unemployment.

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